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AN ANALYSIS OF THE MODERN VOLUNTEER
ARMY'S FIELD EXPERIMENT ON SOLDIER
ATTITUDES AND ARMY CAREER INTENTIONS

Grant L. Fredricks

Office of the Special Assistant for Training
Washington, D. C.

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FINAL REPORT

by

CAPTAIN GRANT L. FREDRICKS
1 JUNE 1973

PREPARED BY
DEPARTMENT OF THE ARMY
OFFICE OF THE SPECIAL ASSISTANT
FOR THE MODERN
VOLUNTEER ARMY



HEADQUARTERS, DEPARTMENT OF THE ARMY
WASHINGTON, D.C. 20310

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13. ABSTRACT Project VOLAR was the experimental effort of the Modern Volunteer Army Program conducted during the period 4 January 1971 to 30 June 1972. This experiment focused on the combat arms and provided selected commanders with limited funds to implement innovative ideas that would not only enhance the attraction and retention of volunteers for the combat arms, but also raise living, working and professional standards throughout the Army.			

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Volunteers						
Soldier Oriented Programs						
Professionalism						
Army Life						

FOREWORD

This report, by the Office of the Special Assistant for Training (formerly the Office of the Special Assistant for the Modern Volunteer Army), is an overview of the administration, evaluation, findings of several studies on the attitudes and Army career intentions; and of the effect of a number of innovations on enlisted and officer personnel conducted under Project VOLAR, the Modern Volunteer Army's field experiment. VOLAR began on 4 January 1971 and ended on 30 June 1972.

Data was collected and analyzed by HumRRO Division No. 3, Presidio of Monterey, California under the project managership of Dr. Robert Vineberg, and by System Development Corporation, Santa Monica, California under the project managership of Dr. Gene E. Talbert. In addition, each of the 13 participating CONUS installations and three overseas commands submitted independent evaluations. Additional support was provided by the Department of the Army staff, the Office of Personnel Operations, Army Publications Agency, and Research Analysis Corporation. CPT Grant L. Fredricks was the principal author of this report. Special note is made to the administrative contributions of SP 5 Richard A. Koester, Mrs. Shirley C. Heslep, Mrs. Frances Jevnager, and Mrs. Evelyn Fiorelli.

Particular thanks are due to Brigadier General Robert M. Montague, Jr., Colonel David R. Hampton, Colonel Charles Hoenstine, Lieutenant Colonel George Brosious and Dr. Gene E. Talbert for their material assistance in the review and preparation of this report.

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Special Assistant for Training

EXECUTIVE SUMMARY

THE
MODERN VOLUNTEER ARMY
FIELD EXPERIMENT

SUMMARY AND CONCLUSIONS

INTRODUCTION

Project VOLAR was the experimental effort of the Modern Volunteer Army Program conducted during the period 4 January 1971 to 30 June 1972. This experiment focused on the combat arms and provided selected commanders with limited funds to implement innovative ideas that would not only enhance the attraction and retention of volunteers for the combat arms, but also raise living, working, and professional standards throughout the Army.

This report provides an overview of the VOLAR experiment by showing what was attempted, how it was accomplished, results obtained and the impact of these results on future Army initiatives. Major findings of three civilian contractors and sixteen installation/command evaluations concerning the impact of VOLAR initiatives on enlisted trainees and all permanent party personnel are summarized herein. Primary attention has been focused on men in their initial tours of service.

PURPOSE AND METHOD (Chapter 1)

The VOLAR philosophy was to permit selected post commanders to follow their own initiatives within very broad objectives in developing or expanding programs to deal with problems which confronted them. A conscious decision was made not to dictate solutions or rigid approaches. Any project directed towards the MVA objectives of strengthened professionalism or enhanced Army life which did not sacrifice military performance or discipline and was legal was considered proper for inclusion in the VOLAR program.

Projects were initially submitted to DA for approval. As VOLAR progressed, however, approval authority was delegated to major commanders and DA's role was restricted to interpretation of statutes and the waiver of regulations.

Certain administrative aspects of the program, however, did not lend themselves to decentralization. Personnel flow was directed between participating VOLAR commands, whenever possible, to assess the cumulative effects of the program. DA provided special family housing, military construction and non-appropriated funds to proceed with certain projects which could not be legally funded by the regular

operations and maintenance appropriation. Civilian hire ceilings were adjusted. Procedures were established to expedite the authorization and procurement of equipment required to support certain VOLAR projects.

In January 1971, a modified approach to Basic Combat and Advanced Individual Training was begun. Called the Experimental Volunteer Army Training Program (EVATP), it incorporated individualized, self-paced, "hands-on" instruction in job relevant situations and performance-based assessment of specific skills.

A number of MVA programs, through not a formal part of VOLAR, contributed significantly to it. Two FY 72 programs were designed to provide privacy and in other ways upgrade soldier barracks.

Also in FY 72, DA began an ambitious program to provide furniture in barracks Army-wide. In February 1971, DA began a Unit of Choice Enlistment program, which by the end of FY 72 had been expanded to permit men enlisting in the Army a wide range of jobs, units, and locations. An additional contributing program was the development of a centralized food preparation test facility at Fort Lewis.

THE EVALUATION PROCESS (Chapter 2)

A VOLAR evaluation plan was established to provide a systematic analysis of how effective VOLAR actions were in accomplishing overall MVA objectives. Further, the evaluation plan was to develop associated information to be used in refining the on-going program and in determining which actions were most appropriate for continued Army-wide application. The methods of assessment consisted of:

- o Specific evaluative studies of soldiers' attitudes about the Army, and of VOLAR and MVA innovations conducted by each of the thirteen VOLAR installations and three overseas commands.

- o A series of attitude and opinion surveys administered across the several VOLAR locations and Army-wide by the Human Resources Research Organization (HumRRO) and System Development Corporation (SDC).

- o An analysis of cost data associated with VOLAR projects and actions by Research Analysis Corporation (RAC) and a number of VOLAR installations.

- o A series of studies of attitudes of men in training and training innovations associated with the Experimental Volunteer Army Training Program (EVATP).

ATTITUDES (Chapter 3)*

Post survey samples differed considerably from one another in demographic characteristics, thereby precluding post comparisons. The observed differences between groups and the change in groups over time may obscure real differences in attitudes and in reaction to VOLAR actions, or they may account for certain observed differences and apparent change. To partially compensate for these confounding effects, samples were further partitioned into under-two and over-two years service length groups.

In terms of VOLAR/non-VOLAR comparisons, the attitudes of enlisted men in the VOLAR-72 under-two group were significantly more positive. For the other enlisted and officer groups there were no significant differences between the VOLAR and non-VOLAR sets.

The reenlistment intent of personnel in the under-two year group at VOLAR-72 posts was significantly greater than at the non-VOLAR posts and even higher for the VOLAR-71 posts. Each of the three post groupings showed a significant increase in reenlistment intent on the part of the under-two groups. No significant differences existed

*See Table 3 (p. 30-31) for Summary of General Effects on VOLAR Actions

for the enlisted over-two or officer post groupings, although enlisted over-two and Regular Army/Voluntary Indefinite officer groups showed a slight upward trend; officers in the Obligated Tour group showed no consistent trend.

HumRRO established that expressed reenlistment intent is a reasonably, but not uniformly, accurate predictor of later reenlistment action, at least within a year of such action. For enlisted personnel, an average of 81% of those responding "stay", 37% of those responding "uncertain", and 3% of those responding "leave" were found to actually reenlist. Within the limits of very small obligated tour officer samples, the rate of favorable action at each level of intention is the same for obligated tour officers and for enlisted men.

Change in opinion of the Army showed a significant upward trend for both VOLAR and non-VOLAR enlisted personnel in the under-two group, but with the VOLAR-72 group being higher than the non-VOLAR group and the VOLAR-71 group being even higher. For the over-two years enlisted group, there was a slight decrease in opinion of the Army with no major differences among the three by-post groupings.

HumRRO analyses of the multiple regression of reenlistment intent upon various background characteristics and certain of their interaction showed reenlistment intent to be significantly influenced by the following background characteristics, in the order listed: Time in the Army, Draft Motivation, Race by Region of Origin, Number of Dependents, Grade, Grade by Education, and Race by Education. A separate regression analysis of the data from men with two years of service or less showed the best predictors of reenlistment intent for them to be: Draft Motivation, Race by Region of Origin, Education, Number of Dependents; while the best predictors for men with more than two years service were: Time in Army, Draft Motivation, Grade, and Marital Status.

None of these analyses accounted for much more than one-third of the observed variation in reenlistment intent, nor was the particular post a significant variable influencing reenlistment intention. In all analyses, the differences in reenlistment intention among posts disappeared when they were adjusted for the differences in the background characteristics of the men assigned to the permanent party at the various posts.

With few exceptions, the installation-level findings indicated a favorable reaction on the part of the target population. Over time, the response became more favorable.

VOLAR ACTION EFFECTS (Chapter 4)*

Four areas were consistently (in FY 71 and FY 72) ranked, by both VOLAR and Army-wide samples, most positive and offer the greatest and most consistent influences on satisfaction with the Army:

Civilian KP

Barracks Privacy

Medical and Dental Care

Chance to Plan Own Future

while four other areas showed increasing positive rank from FY 71 to FY 72:

Educational Opportunity

Opportunity for Travel and Experience

Chance to be Own Boss

Choice of Job Location

Those programs which showed the greatest and most consistent inducements for increasing enlistments among VOLAR and Army-wide samples in both FY 71 and FY 72 were:

Stabilized Tours

Retirement Benefits

while eight areas showed increasing importance from FY 71 to FY 72 were:

Education Programs

*See Table 4 (p. 32) for Summary of General Effects of VOLAR Actions

Specialized MOS Training

Choice of Job Locations

Money Opportunities

Reenlistment Bonus

Opportunity for Travel and Experience

Chance to Plan Own Future

Chance to Serve Country

All actions having the greatest importance or most positive effects on soldiers' attitudes and retention are summarized in Table 1 (p. xxviii).

A number of items were identified as having little personal importance in the DA level evaluation on the basis of VOLAR-wide and Army-wide survey data. Some of these same items, however, were actually rated most important by certain VOLAR-72 installations. This illustrates the point that each installation presents a unique set of circumstances and environment which dictates that programming and management decisions must be accomplished at that level to accomodate installation-specific strengths and weaknesses.

Four areas are the greatest and most consistently ranked inducements against reenlistment by enlisted personnel with less than two years

service:

Barracks Conditions

Public Reaction to the Military

Way Rules are Stated and Enforced

Food Quality

while two other areas increased in relative rank from FY 71 to FY 72 to become among the greatest deterrents:

PX/Commissary Prices

Post Entertainment

These and other areas requiring special -- and indeed urgent -- emphasis are summarized in Table 2 (p. 29).

Four special study areas are considered in this report:

o Men in Training. There was strong overall agreement among trainees as they progressed through training and increasingly stronger agreement with the permanent party on areas of personal importance and on what would influence them most to reenlist and to leave the Army.

o EVATP. Men in each mental category who received BCT under the Fort Ord EVATP performed in a more superior fashion than men in the same mental categories who were conventionally trained at Fort Jackson. In the AIT phase, men trained in the 4 week Individual Light Weapons Infantry (11 B MOS) EVATP phase demonstrated superior performance in 7 of 8 subjects compared with the 8 week 11 B MOS Fort Jackson trainee. Tests of Mortar Crewman (11 C MOS) trainees were inconclusive.

o Non Appropriated Fund Test. The two Fort Benning unofficial off-post bus transportation projects appear to have sufficiently positive impact on attitude and on retention that would warrant seeking legislative authority for appropriated fund support. Overall results for projects in the Individual and Unit Incentives category are, at best, inconclusive.

o Family Quarters Cleaning Test. Opinion is divided on the desirability of adopting free quarters cleaning vis-a-vis a prepaid contractor approach. Proponents of the government paid program cite improved morale, and cost and time savings to the clearing occupant, while opponents cite high costs, inequities between on and off-post residents, and a lowered feeling of responsibility toward government quarters.

For the most part, VOLAR funds were allocated so as to finance those projects which were anticipated to have the greatest impact on soldiers' attitudes, and the amount spent was proportional to the projects impact on improving soldiers' attitudes toward reenlistment.

Traditional morale, discipline, and performance indicators were objects of close scrutiny by commanders. This was the first area where the detrimental effects of the MVA and VOLAR program would have appeared, if they had in fact existed. Data discussed in Chapter 4 shows that they did not.

The overall and comparative impact of the various types of actions on attitudes and career intent can be summed up as follows:

- o Action areas in which changes were noted most frequently were primarily in the areas of Civilian Hire, Hours of Work, Opportunity for Growth and Experience, Food Service, Health Care and Personal Services. There were, however, wide variations both within general areas and between installations. Additionally, not all changes noticed were associated with VOLAR or MVA actions.

- o Actions having the greatest overall effect on attitudes and on retention are primarily in the areas of Civilian Hire, Educational

Development, Job Assignment, Leadership and Supervision, and Pay and Benefits.

- o Actions which had a high impact on attitudes but a relatively low impact on retention are found primarily in areas concerned with personal activities, preferences, and conveniences.

- o Actions concerned with Job Assignment, Work Conditions, Hours of Work, and Leadership and Supervision have a high impact on retention but a relatively low impact to date on attitudes, indicating that these areas require additional emphasis.

- o Areas in which the VOLAR set showed a significantly more favorable reaction than the non-VOLAR set were primarily in the Army Life class, and particularly in the Personal Conveniences, and Entertainment and Recreation areas. It is interesting to note, however, that actions in the Entertainment and Recreation Category showed a general decrease in positive reaction, possibly due to accustomization and a reassessment of priorities by survey respondents.

For analysis purposes, various VOLAR Professionalism and Army Life were grouped into 18 categories paralleling those described in the MVA Master Plan. Actions in the Professionalism class are generally higher in retention impact than those in the Army Life class. Among soldiers there is a definite concern that Army

life and work be professionally demanding and satisfying.

o Return Soldiers to Soldiering.

- Civilian KP and civilian labor are among the most promising actions for Army-wide implementation in terms of both impact on attitudes and retention effect. The effectiveness of these actions appeared to be increasing over time and they had a relatively higher impact on the under-two years service enlisted group than on the over-two group. Civilian hire for semi-military duties, such as post security, had a less favorable impact on attitudes and retention than did other types of actions in this category.

- Installation-level reports indicate that the use of labor saving devices was well received and had a beneficial effect in terms of morale, efficiency, and increasing availability of soldiers for primary mission performance.

o Training. Changes in training methods and techniques with emphasis upon performance-oriented instruction, upgrading capabilities of instructors, and increased focus on primary mission and unit-centered training were among the more effective types of actions in this category. The pattern of questionnaire responses, however, indicated that the changes noticed, especially in irrelevant training, were generally less than desired or expected, but that those

that were implemented had a moderate impact on retention. Relative dissatisfaction with the current state of training was found among many soldiers. Decentralized training demonstrated its potential to correct previous shortcomings when continued, but shortages of personnel, MOS imbalance, rapid turnover, heavy commitments, and rapidly changing operational requirements presented themselves as very real obstacles.

o Educational Development. Together with certain actions in the Return Soldiers to Soldiering, Health Care, and Pay and Benefits categories, actions in this area ranked at or near the top of all actions in terms of personal importance, positive reaction and impact on retention for both enlisted and officer personnel. While a variety of educational and self-development programs were implemented at various VOLAR-72 posts, all such actions appear to have had an almost uniformly high impact. The positive reaction to these programs increased over time, reflecting a high and continuing interest in self-improvement and education on the part of the majority of the soldiers.

o Leadership.

- While viewed as an extremely important area, the overall effect of changes was only moderate but with certain actions having a greater impact than others. Those concerned with supervisory

support of job performance and with being treated as a responsible person had a relatively high impact; those concerned with respect by and for superiors and performance recognition had a more moderate impact; and those concerned with treatment on the job and superiors' attitudes ranked quite low. While a number of the installations reported a highly favorable response to and successful results from actions in this area, it was suggested that the full benefits from such actions have not been realized to date. Findings at all levels of evaluation indicated that actions in this area should be continued and amplified.

- Actions which provided for access to and active participation in the decision making and problem solving processes were among the more effective actions in terms of impact on attitudes. Actions which provided direct access, such as through commander's open door policy and hot lines, were more effective than those providing intermediate access, such as through councils. The response to resultant action taken on complaints was quite low, indicating that continued action in this area is needed.

- o Job and Work Conditions.

- Actions in the area of job assignment generally ranked quite low in terms of percentage noticing changes but very high on

potential impact on retention. The more effective actions to date were those concerned with location preference, unit of choice, and stabilized tours. Actions concerned with job/man matching, such as consideration of training experience, and job preferences, less of an impact, indicating that continued and increased attention to this area is in order.

- Changes in work conditions were generally well received but the overall effect on attitudes and retention was only moderate. Actions having the highest impact were those which increased the soldiers' feeling of belonging, of having adequate administrative and logistic support, and of having a worthwhile and meaningful job to perform rather than those which dealt with physical conditions of work per se. One exception in this area was a decrease in positive response to Opportunities for Advancement on the part of the officer group, indicating a perceived decrease in such opportunities.

- Changes in Hours of Work was generally well received and had a considerable impact on both attitudes and retention. The more effective actions to date were the five-day work week and compensatory time off for overtime; major changes in weekend/ evening duty requirements have been precluded by mission requirements

and current transitions in force structure at many of the installations and have had less of an impact. Among the junior enlisted and officer personnel, the Amount of Overtime Required and Evening and Weekend Duty continue to be areas requiring special emphasis.

o Barracks Life.

- Housing. Barracks improvements ranked quite high among changes indicated as being most important by personnel directly affected. While a variety of such actions were initiated, findings concerning their impact were somewhat tentative, due in part to only partial implementation of planned changes at most installations as a consequence of construction lead-time requirements. Also, the response to changes was mixed, particularly when the anticipated changes were slow in being accomplished or the results less than expected. However, it is generally indicated that changes to date concerning barracks comfort, conveniences, privacy, and the installation of washers and dryers in the barracks had a moderate to high impact on attitudes but a relatively low impact on retention; personal property safety was an area of major concern in which actions to date have been somewhat less than successful in accomplishing the desired degree of overall improvement.

- Food Service. Changes in food programs were highly visible and had an immediate impact on a large segment of the enlisted population. While such changes were quite favorably received, they had a relatively low impact on retention. Particular actions having the greatest impact were those concerned with food choice, and mess hours. An area meriting more attention is that of "rush and hurry" in the mess halls as perceived by the lower grades.

- Dignity and Respect. Actions in the area of dignity and respect tended to be noticed by the soldier and to impact strongly on attitude, although the retention impact for certain of these was relatively low. Actions concerned with increases in personal freedom and trust, such as the removal of travel restrictions, elimination of bed-checks, and sign-in/sign-out procedures, were the most effective types of actions to date in this area, particularly for the under-two years service group. Those concerned with rules enforcement, waiting in lines, and inspections were less effective, indicating that more attention is needed in those areas.

o Family Housing. This area was viewed by a large percentage of the married soldiers and their dependents as one of critical concern in which substantial improvement actions are required.

o Post Services.

- Health Care. Of all actions considered by HumRRO in FY 71, only medical and dental service could be classified as a strong potential satisfier, i.e., classified as very important and found in the Army. Actions in this area ranked among the top VOLAR-72 actions in terms of impact on attitudes and retention. The one exception was with regard to drug and alcohol abuse programs which, while ranking high in effect on attitudes, had a relatively low impact on retention. The retention impact of actions in the Health Care category was considerably higher for married than for single personnel, and for over-two than for under-two personnel. Comparing VOLAR and Army-wide samples, a larger percentage of VOLAR respondents indicated that they noticed a change in medical and dental quality and convenience while of those who had noticed a change, a larger percentage of the Army-wide sample rate the change as good and having a favorable impact on their reenlistment. While actions must be tailored to fit the needs and conditions at each installation, the uniformly favorable response to such actions indicates the desirability of continued actions in this area.

- Retail Services. The overall impact of actions in this category was generally moderate to low while the percentage good response was near the middle, the retention impact was quite low,

generally falling in the bottom quarter. Reaction to VOLAR actions varied widely from post to post, depending on the type of action implemented, its scope, and number of people affected. PX and commissary services were cited as an attraction of Army life but also as an area in which improvements were needed. The overall reaction to changes noted to date was generally moderate and the retention impact was relatively low, although somewhat higher for the higher grades and married personnel than for the lower grades and single personnel. Actions concerned with laundry and cleaning service and laundromat facilities were generally ranked in the middle quarter, but varied widely between installations.

- Personal Convenience and Services. While the overall impact of reception and in and out-processing actions was moderate to low, the reactions obtained at some of the installations indicated that the potential impact on attitudes and morale can be quite high, particularly for married personnel. The general level of dissatisfaction with conditions in this area, however, indicates that continued and increased emphasis upon such actions is needed. Expanded phone service, expanded and upgraded guest facilities, and facilities directory and information services programs impact differently at VOLAR installations depending on the prior existing conditions and priority of

soldiers' needs at that post. While reaction to such changes were generally favorable, the impact on retention was quite low. Actions concerned with tax assistance, personal problem aid, and free legal aid were quite high in percent noticing the changes. Such actions generally had a relatively high impact on attitudes and a moderate impact on retention with free law aid being the more effective of these actions to date. At the same time, there appeared to be a high level of satisfaction with the current facilities and services provided in certain of the personal services areas such as those concerned with religious services and a commensurate low level of impact of additional improvement actions. The one notable exception was in the pay and finance area where continued and increased emphasis is required.

- Transportation. Improved transportation services was one of the more effective actions in the Army Life class, with generally favorable reaction but retention impact near the middle and varying widely between posts.

- Entertainment and Recreation. Actions in the area of entertainment and recreation were generally well received and had a relatively greater impact for the lower enlisted grades; however, following an initial enthusiastic reception, such actions tended

to show a decline in the degree of positive response accorded them. The impact on retention was quite low and in keeping with the relatively low importance rating attached to such actions by soldiers at a number of the installations. However, when tailored to meet particular needs or perceived deficiencies, such actions were favorably received. The areas of post entertainment, service clubs, and recreation fell in or near the top quarter and the areas of post TV and personal vehicle repair facilities fell in the mid-range for personnel in percent noticing a change, with awareness considerably higher among the enlisted under-two years group than for the over-two group.

- **Dependent Programs.** Actions in this area were primarily designed to augment actions taken in other areas such as family housing, health care, personal services and conveniences, which impact on the dependent population. Due to their ancillary nature and relatively low importance rating, the augmentation-type actions which included upgrading playgrounds, expanding access to post facilities, and driver education programs had a relatively low impact.

o **Pay and Benefits.** Actions in this area were among the most effective types of actions both in terms of impact on attitudes and on retention. Of the three major types of actions, pay increases had

a similar impact on all soldiers; reenlistment bonuses had a relatively higher impact on the under-two years service group than on the over-two years service group; retirement benefits had a higher impact on the over-two group. The response to this latter type of actions, however, showed a considerable increase in impact on the under-two group, over the three survey periods.

o Accession System. Actions designed to support recruiting efforts and to promote reenlistments were implemented at a number of the VOLAR-72 installations. Among such actions, programs emphasizing unit of choice enlistment and reenlistment were well received and quite successful at the several installations which stressed or emphasized these programs. A major factor in the success of such programs at the installation level was the involvement in, and feeling of responsibility for, such efforts on the part of the individual soldier. Limited use of cash incentives (contribution to unit funds) to promote such interest and involvement had a very limited impact.

CONCLUSIONS AND FUTURE DIRECTION (Chapter 5)

CONCLUSIONS

1. The MVA Program has, on the whole, gained widespread acceptance and has met with a generally quite favorable response.
2. The VOLAR Program produced positive results, particularly among the under-two years enlisted groups.
3. Both the Career Intentions of officers and the Reenlistment Intentions of enlisted men predict their respective Career and Reenlistment Actions well, although not perfectly, within a period of a year or less.
4. Posts involved the longest and most intensively showed the most favorable results.
5. Interpost differences indicated a high potential for continuing improvement.
6. A tentative basis for selecting among future Army initiatives was established.
7. Continuing innovation, experimentation, and evaluation is strongly indicated.
8. There is a major need for flexibility in actions emphasis and implementation to accommodate differences among installations in conditions, characteristics, and missions.

FUTURE DIRECTION

The continuing viability of the MVA Program and achievement of its objectives is dependent to a large degree upon continued and expeditious action at both the installation and DA levels. Toward that end, the following general recommendations based on a consideration of current findings are submitted.

1. Continue future overall MVA Program emphasis on actions that support professionalism.
2. Maintain a balanced MVA Program encompassing most, if not all, of the current Army Life and Accessions major categories of action.
3. Insure flexibility at installation level in actions selection, implementation, and modification.
4. Further develop MVA Program management and evaluation capabilities at installation and DA staff levels.
5. Use current installation and contract evaluation reports as management tools in further developing and refining the on-going MVA Program.

Table 1

Most Positive Areas

	<u>Most Positive Areas</u>	
	<u>Personal Importance</u>	<u>Retentive Effect</u>
<u>Professionalism</u>		
Civilian KP	X	
Educational Development		
Education Programs	X	X
Specialized MOS Training		X
Retraining in MOS of Choice		X
Job Assignment		
Choice of Job Location	X	X
Stabilized Tour		X
Reenlistment in Unit of Choice		X
Shorter Reenlistment Terms		X
Resign Enlistment on 30 Days Notice		X
Chance to Serve Country		
Leadership and Supervision		
Treated as Responsible Person	X	
Fair Treatment on Job	X	
Treated with Respect	X	
Commander's Open Door Policy	X	
Work Conditions		
Interesting and Satisfying Work		
Chance to be Own Boss	X	
Chance to Plan Own Future	X	X
Chance to be of Service to Country		
<u>Army Life</u>		
Barracks Privacy	X	
Post Services		
Medical and Dental Care	X	
Food Quality and Convenience	X	
Better Education for Dependents		X
Pay and Benefits		
Earnings or Job Security	X	
Money Opportunities	X	X
Retirement Benefits	X	X
Reenlistment Bonus		X
Extra Leave as Reenlistment Bonus		X
Promotion as Reenlistment Bonus		X
Opportunity for Travel and Experience	X	X
Weekends and Holidays not Charged as Leave		X
Good Family Life	X	

Table 2
Areas Requiring Special Emphasis

	<u>EM Less Than Two Years Service</u>	<u>Junior Officers</u>
<u>Professionalism</u>		
Leadership and Supervision		
Way Rules are Stated and Enforced	X	
Action on Complaints	X	
Work Conditions		
Overtime Required	X	X
Evening and Weekend Duty	X	X
Risk of Physical Danger		
Public Reaction to the Military	X	
<u>Army Life</u>		
Barracks and/or BOQ Conditions	X	X
Post Services		
Waiting in Line	X	
Food	X	
PX/Commissary Prices	X	
Quality		
Post Entertainment	X	
Laundromat Facilities		X

Special Study Areas

Four special study areas will be considered in this subsection:

- o The effect of VOLAR innovations on men in training at Fort Ord, a VOLAR-71 post, and Fort Jackson, a non-VOLAR-71 post.

- o The results of the Experimental Volunteer Army Training Program (EVATP).

TABLE 3

ATTITUDES TOWARD THE ARMY

SUBJECT	EVALUATION OBJECTIVE	FINDINGS	CONCLUSIONS
a. Demographic characteristics	a. Collect information on background to use in analyzing attitudes and reactions to innovations	a-1. Survey samples differed considerably from one post to another a-2. Observed differences within posts may obscure or account for real differences a-3. To partially compensate for these effects, samples had to be partitioned into under-two and over-two service length groups	a. Pronounced differences preclude post comparisons
b. General attitude	b. Determine impact of Army life on men of differing backgrounds at different locations	b-1. In terms of VOLAB/non-VOLAB comparisons, the attitudes of enlisted men in the VOLAB under-two group were significantly more positive	b. The VOLAB program produced a significantly more positive attitude at VOLAB posts
c. Career intent	c-1. Measure changes over time c-2. Correlate with behavior	c-1a. Reenlistment intent of enlisted men under-two at VOLAB 72 posts was significantly greater than at non-VOLAB posts, and even higher for the VOLAB 71 posts c-1b. The enlisted men over-two group shows slight upward trend; officer group trends are inconclusive c-2a. For enlisted personnel, an average of 91% of those responding "stay", 37% of those responding "uncertain", and 3% of those responding "leave" were actually found to reenlist c-2b. Within the limits of very small obligated tour (OBT) officer samples, the rate of favorable action at each level of intention is the same for OBT officers and enlisted men	c-1a. The VOLAB program produced significant positive increase among the under-two years enlisted group c-1b. Enlisted men at posts involved in VOLAB the longest (i.e. VOLAB-71 posts) showed the most favorable results c-2. Both the career intentions of officers and the reenlistment intentions of enlisted men predict their respective career and reenlistment action well, although not perfectly, within a period of a year or less
d. Opinion of the Army	c-3. Correlate with demographic data 4. Measure changes over time	c-3. In PVTs, reenlistment intent was found to be significantly influenced by certain background characteristics. None of these, however, accounted for much more than one-third of the observed variation, nor was the particular post a significant variable influencing reenlistment intention d-1. Changes showed a significant upward trend for both VOLAB and non-VOLAB enlisted men in the under-two year service group, with the VOLAB-72 group being higher than the non-VOLAB group and the VOLAB-71 group being even higher d-2. For the over-two enlisted group, there was a slight decrease with no major differences among the three key post groupings	c-3. Differences in reenlistment intention in PVTs were not attributable to the particular post. Differences between posts disappeared when they were adjusted for the difference of the men assigned d. The VOLAB program produced significant positive increases in opinion of the Army among under-two years enlisted groups
e. Opinion of VOLAB program	e. Determine attitude of men at VOLAB installations toward the VOLAB program	e-1. All interviews but one indicated a favorable reaction, increasing over time	e. The VOLAB program, on the whole, gained widespread acceptance and met with a generally favorable response

TABLE 4

SINAIAN OFFICERS' VIEW OF ACTIONS

FIND WS		IMPACT OF ACTIONS ON		CONCLUSIONS	RECOMMENDATIONS
ACTION AREA	SOLDIER AMBASSADE	OVERALL ATTITUDE	RETENTION		
1. Return soldiers to soldiering					
a. Civilianization	1a. Very high	1a. Very high	1a. Moderate to high	1a. Among the most promising actions in Army-wide implementation	1a. Continue and, where necessary, place increasing DA emphasis on civilianizing RP and roads and ground maintenance
b. Labor saving devices	1b. Moderate	1b. Moderate	1b. Moderate	1b. Well received with beneficial effect on morale, efficiency, and soldier availability	1b. Continue and perhaps increase purchase
2. Training	2. Very low	2. Low	2. Moderate	2a. Changes noted were less than expected 2b. Relative dissatisfaction with current state of training was found among many soldiers	2. Concentrate DA effort on more meaningful, realistic and challenging training
3. Educational Development	3. Very high to moderate	3. Very high to high	3. Very high	3a. All actions appeared to have had an almost uniformly high impact 3b. Positive reaction increased overtime	3. Minimize, and where possible, improve Army self-development educational opportunities and programs
4. Leadership	4. Moderate	4. High to low	4. High to moderate	4a. Full benefits were not realized 4b. Actions which provided direct access to commanders were more effective than those providing intermediate access	4a. Actions should be continued and amplified 4b. Develop improved selection and development programs for officer and enlisted leaders
5. Job and work conditions					
a. Job assignment	5a. Low	5a. Moderate	5a. Very high to moderate	5a. Very high potential; impact on retention	5a-1 Continued and increased attention is in order 5a-2 Concentrate DA effort on increasing correspondence between a soldier's aptitudes, capabilities and preferences, and his actual duty assignment or job
b. Work conditions	5b. Moderate to low	5b. Moderate	5b. High to moderate	5b. Actions having the highest impact dealt with qualitative rather than physical aspects of work	5b. Concentrate efforts on making work more professional, demanding and satisfying
c. Hours of work	5c. High to moderate	5c. Moderate to low	5c. Moderate	5c. Among junior enlisted and officer personnel, retention was declining and many soldiers continue to be absent requiring special assignment	5c. Continue efforts to regulate working hours
6. Barracks life					
a. Housing	6a. Moderate to very low	6a. Moderate to high	6a. Moderate to low	6a-1 Findings are tentative because of construction delays 6a-2 Personal property safety actions were unsuccessful	6a. Continue efforts to upgrade barracks
b. Food service	6b. Very high to low	6b. Moderate	6b. Moderate to low	6b-1 Food choice and mess hours were most effective actions 6b-2 "Mess and hurry" and quality require more attention	6b. Concentrate DA food service efforts on food quality and convenience

c. Dignity and respect		6c. High to low	6c. Moderate	6c. Moderate to very low	6c-1 Actions impact most favorably on junior enlisted personnel. Attention is needed in areas of rule enforcement, waiting in line, and inspections	6c. Continue to stress personal freedom and trust policies
7. Family housing		7. Moderate	7. Moderate	7. Moderate	7. Viewed as area of critical concern in which substantial improvements are required	7. Concentrate BA efforts on maintenance upgrade and major construction at selected locations
8. Post service		8a. Very high	8a. Very high to high	8a. High to moderate	8a-1 Among the most effective actions	8a. Continue efforts to improve service; but not necessarily facilities
a. Health care		8b. Very high to moderate	8b. Moderate to very low	8b. Low to very low	8b-2 Drug and alcohol abuse programs, while ranking high in effect on attitude but low impact on retention	8b. Concentrate efforts on improving service
b. Social services		8c. Moderate to very low	8c. Moderate	8c. Moderate to low	8c. Improvements in services were indicated	8c. Concentrate on areas where intercept differences indicate a high potential for continuing improvement
c. Personal conveniences and services		8d. Moderate	8d. Moderate	8d. Moderate	8d. Reactions to various VMAA actions varied considerably between posts, depending on the prior existing conditions and priority of soldiers' needs at that post	8d. Continue efforts to improve service at installations with identified weaknesses
d. Transportation		8e. High to very low	8e. High to very low	8e. Moderate to very low	8e. Among the more effective actions in the Army life class	8e. Tailor future projects to meet particular, expressed needs
e. Recreational and recreation facilities		8f. Very low	8f. Low	8f. Low	8f-1 Following an initial ambivalent reaction, such actions declined in positive response	8f. Concentrate future actions on specific installation deficiencies
f. Day and bedtime		8g. Moderate	8g. Very high to high	8g. Very high	8g-2 When tailored to meet particular needs or perceived deficiencies, actions were favorably received	8g. Continue emphasis on publicizing benefits, to include pay, retirement, and opportunity for travel
g. Recreation system		8h. Moderate to low	8h. Moderate	8h. High to moderate	8h. Localized success was reported for actions which addressed specific installation deficiencies	8h. Continue and, where possible, improve options offered for collecting and maintaining
h. Assignment system		8i. Moderate to low	8i. Moderate	8i. High to moderate	8i. Among the most effective actions	
i. Assignment system		8j. Moderate to low	8j. Moderate	8j. High to moderate	8j-1 Unit of choice, assignment and reenlistment programs were similarly	
j. Assignment system		8k. Moderate to low	8k. Moderate	8k. High to moderate	8k-2 Limited use of such incentive had a limited impact	

An example of how to read the above general effects of VMAA actions follows (action area 8a, job assignments, ranking generally left to right):

8a. Very high to moderate (action area 8a, job assignments, ranking generally left to right):

8a-1 Among the most effective actions (action area 8a, job assignments, ranking generally left to right):

8a-2 Drug and alcohol abuse programs, while ranking high in effect on attitude but low impact on retention (action area 8a, job assignments, ranking generally left to right):

8a. Improvements in services were indicated (action area 8a, job assignments, ranking generally left to right):

8c. Reactions to various VMAA actions varied considerably between posts, depending on the prior existing conditions and priority of soldiers' needs at that post (action area 8c, job assignments, ranking generally left to right):

8e. Among the more effective actions in the Army life class (action area 8e, job assignments, ranking generally left to right):

8f-1 Following an initial ambivalent reaction, such actions declined in positive response (action area 8f, job assignments, ranking generally left to right):

8f-2 When tailored to meet particular needs or perceived deficiencies, actions were favorably received (action area 8f, job assignments, ranking generally left to right):

8h. Localized success was reported for actions which addressed specific installation deficiencies (action area 8h, job assignments, ranking generally left to right):

8i. Among the most effective actions (action area 8i, job assignments, ranking generally left to right):

8j-1 Unit of choice, assignment and reenlistment programs were similarly (action area 8j, job assignments, ranking generally left to right):

8j-2 Limited use of such incentive had a limited impact (action area 8j, job assignments, ranking generally left to right):

MAIN REPORT

THE
MODERN VOLUNTEER ARMY
FIELD EXPERIMENT

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CHAPTER I

PURPOSE AND METHOD

INTRODUCTION

A field experiment of volunteer Army initiatives was initially conceived in January 1970 as a means to quantify improvement actions, provide a public relations vehicle, serve as a beginning for the improvement of Army life. By late October 1970 three pilot experimentation concepts using Forts Ord, Benning and Carson had been approved by the Secretary of the Army. Formal guidance to the three installations was provided in November and plans approved in early December. VOLAR formally began at these three installations on 4 January 1971. Fort Bragg and USAREUR became VOLAR-71 participants in February. On 1 July 1971 VOLAR was expanded to include a total of 13 CONUS locations and three overseas commands. Although the VOLAR experiment was formally terminated on 30 June 1972, most initiatives which were developed are being continued.

OBJECTIVES

VOLAR was initiated to: (1) provide a vehicle for concentrating innovative effort on the critical task of attracting and retaining volunteers



for the combat arms; (2) provide a means to experiment, evaluate and refine a number of new approaches under conditions of limited application prior to their expansion and possibly Army-wide implementation; and (3) develop useful data to justify future allocation of additional resources needed to reduce and hopefully eliminate reliance on the draft. The VOLAR experiment also enabled the Army to begin needed programs, such as improving barracks living conditions and hiring civilians to perform administrative support functions, which were too expensive for immediate implementation Army-wide.

Department of the Army's goal for the MVA Program was a more professional Army in which soldiers performed meaningful and challenging jobs; an Army worthy of favorable public recognition; an Army that men would want to join. Accordingly the objective of the VOLAR experiment was to test those innovations designed to: (a) develop a more professional environment through improved job proficiency, and by insuring better trained, more responsive units performing challenging realistic missions; (b) changing policies, procedures and attitudes as necessary to insure the preservation of individual dignity and a better Army life; (c) the generation of greater public esteem for the Army through the development of viable programs to improve the Army's relationship with modern society.

The philosophy behind VOLAR was to permit selected post commanders to follow their own initiatives within the broad VOLAR objectives described above, in responding to the problems which confronted them. A conscious decision was made not to dictate solutions or rigid approaches; rather, they were encouraged to deal with their particular problems in their own way. Any project which met the MVA objectives without sacrificing military performance and discipline and was legal was considered relevant for inclusion in the VOLAR program. Projects were generally restricted to those which could be funded by the Operations and Maintenance, Army (OMA) appropriation.

Because funds provided were insufficient to execute all actions considered desirable, CG, CONARC directed that CONARC installations place emphasis on actions designed to improve professionalism, upgrade living areas, and eliminate some of the onerous details that were distasteful to the soldier. He further directed that available funds not be utilized for only one or two major projects to the detriment of others.

A complete, by-installation listing of all VOLAR projects with end of fiscal year funding levels is at Appendix A.

CONCEPT

VOLAR was conceived as a field experiment with fairly rigid experimental controls. As the experiment began, however, Army missions and manpower priorities required that the design be modified. As a result, some evaluation built into the experimental control was lost and more sophisticated evaluation techniques were required. This section examines this conceptual change.

Concept as Planned

The VOLAR experiment was initiated to test innovations designed to attract and retain volunteers for the combat arms. It was specifically targeted on junior enlisted men and junior officers in training, and on trained soldiers assigned to combat units. Development of the experiment was predicated upon a controlled input of combat arms recruits into the training system at Fort Ord. They were then to be programmed either for assignment to Fort Benning for further advanced post-MOS training (Noncommissioned Officer Candidate School or Officer Candidate School), and then on to Fort Carson for duty in a TO&E unit, or for direct assignment from Fort Ord to Fort Carson for unit training. Forts Jackson, Knox and Riley, were selected to serve as experimental control posts. At each VOLAR installation, administrative, training and life style actions were to be applied with a view toward

insuring the continual growth and development of the individual, personally and professionally. Separate and cumulative effects of various installation actions were to be evaluated and compared with those from control installations. The budgets of the VOLAR installations were to be augmented to begin to improve living conditions and remove irritants immediately, without having to wait for implementation of an Army-wide program.

Concept as Fielded

Because of world-wide manpower strength considerations the VOLAR experiment did not develop as planned. Fort Bragg and USAREUR, were added to the VOLAR-71 program and both Fort Ord VOLAR and Fort Jackson VOLAR "control" trainees largely directed there. The planned, predetermined, controlled flow of Fort Ord combat arms AIT graduates to Forts Benning and Carson was aborted, eliminating personnel as a controlled variable and severely limiting implementation of a systematic experiment with experimental control. Fort Riley was dropped as experimental control altogether and Forts Jackson and Knox served as an attitudinal baseline without special DA directed personnel flow.

PROJECT PLANNING

In FY 71, VOLAR plans were submitted directly to DA with information copies provided to intermediate command levels. In FY 72, plans were submitted through normal command channels. Plans generally followed the format established in the original Fort Benning plan providing a detailed description, justification, cost detail and personnel requirements of each proposed action. In a separate section, plans generally included no or low cost projects that were within the installation commander's authority and annual OMA funding program.

On 2 December 1970 a working conference was convened at DA to give concept approval to the plans presented earlier by Forts Benning, Carson and Ord. Each recommended project was considered by representatives of the Army Staff, CONARC and the installations. These projects were either approved, approved in concept with implementation deferred pending statutory or regulatory authorization by the appropriate staff agency, deferred for further study, or disapproved. DA approved almost all proposed VOLAR projects provided they were permitted by statute. Subjective nonconcurrences by Army staff agencies were overruled by SAMVA and the appropriateness of various projects was determined solely by the installation or intermediate commanders. Plans subsequently submitted by Fort Bragg and USAREUR and additional projects submitted by the initial three installations were staffed through MVA points of contact on the Army Staff.

As VOLAR-71 progressed, approval of plan changes and additions was further decentralized to permit projects approved for one VOLAR post to be adopted at other VOLAR posts without specific DA approval. In addition, changes in individual project funding levels were authorized without DA approval provided statutory and regulatory limitations were not exceeded.

In FY 72, CONARC installations submitted their initial plans through normal command channels to Headquarters, CONARC. CONARC review of these plans resulted in some modifications, expanding projects in the areas of Chief of Staff and Commanding General, CONARC emphasis. This emphasis included: (a) getting the soldier off non-mission, non-MOS related details; (b) repair and maintenance of barracks, to include provisions for privacy; (c) providing barracks furnishings; and (d) enhancing training in areas where operational funds were not programmed. The modified plans were then approved by CONARC, subject to DA review. DA staffing of the VOLAR-72 plans followed much the same procedures as that established subsequent to the December 1970 working conference, i.e., staffing through Army Staff MVA points of contact, except that individual projects falling within the approval authority of major commanders (e.g., normal maintenance and repair, local purchase, hiring civilians to augment

could be approved at that level. The DA staff review and subsequent comments were restricted to an interpretation of statutes and Army Regulations (AR) as they affected individual projects.

Where proposed projects conflicted with an AP, but not statute, the AR was generally waived for the duration of the experiment by the Army Staff proponent.

Table 1 presents these VOLAR-71 and VOLAR-72 participants with the date of DA's approval of their plan and their effective start date.

PROJECT ADMINISTRATION

Administration of the VOLAR program was decentralized to the lowest possible level. Major, intermediate and installation commanders were encouraged to delegate the administrative and operational details to the unit commander if possible. Some administrative aspects of the program by their nature required more centralized direction and control. These are discussed below.

Personnel Flow

The addition of Fort Bragg and USAREUR permitted DA to attempt to

Table 1

VOLAR INSTALLATIONS

INSTALLATION

DA PLAN APPROVAL

VOLAR START DATE

FY 71

FORT BENNING, GA
FORT CARSON, CO
FORT ORD, CA
FORT BRAGG, NC
US ARMY, EUROPE

2 December 1970
2 December 1970
2 December 1970
25 February 1971
13 May 1971

4 January 1971
4 January 1971
4 January 1971
25 February 1971
3 February 1971

FY 72

FORT BENNING, GA
FORT BRAGG, NC
FORT CAMPBELL, KY
FORT CARSON, CO
FORT DIX, NJ
FORT HOOD, TX
FORT JACKSON, SC
FORT KNOX, KY
FORT LEWIS, WA
FORT ORD, CA
FORT POLK, LA
FORT RILEY, KS
FORT SILL, OK
US ARMY, ALASKA
US ARMY, HAWAII
US ARMY, EUROPE

8 June 1971
1 June 1971
7 June 1971
7 June 1971
15 June 1971
18 June 1971
16 June 1971
8 June 1971
18 June 1971
28 May 1971
15 June 1971
15 June 1971
15 June 1971
17 June 1971
21 June 1971
15 July 1971

1 July 1971
1 July 1971
1 July 1971
1 July 1971
1 July 1971
1 July 1971
1 July 1971
1 July 1971
1 July 1971
1 July 1971
1 July 1971
1 July 1971
1 July 1971
1 July 1971
1 July 1971
1 July 1971

measure: (a) what, if any, cumulative effects resulted from successive assignments at different VOLAR installations; and (b) how men from both VOLAR-71 and non-VOLAR-71 training backgrounds reacted to VOLAR-72 programs.

Participants included Fort Ord VOLAR and Fort Jackson VOLAR control AIT graduates, and VOLAR-71 permanent party personnel. They were identified by tapes maintained by the Human Resources Research Organization (HumRRO) of all personnel who had taken any of the VOLAR-71 test or control surveys. It was therefore possible to compile rosters of VOLAR participants at various installations in CONUS and overseas by matching the HumRRO tape with Personnel Information System Command's (PERSINSCOM) Enlisted Master Tape Record or Officer Master Tape Record files. VOLAR participants were also identified as such in reassignment orders.

During the period 30 April - 17 December 1971, 1080 Fort Ord and 801 Fort Jackson VOLAR participants were assigned to USAREUR units as follows: Fort Ord graduates to the 2d Brigade, 3d Infantry Division at Kitzingen and 2d Brigade, 3d Armored Division at Gelnhausen and Fort Jackson graduates to the 1st Brigade, 1st Armored Division at Illesheim, each unit initially to 50% MOS 11B and 11C

authorized General Order (GO) strength; and Fort Ord graduates to the 1st Brigade, 1st Armored Division at Illesheim, initially to the same 50% GO strength. As vacancies existed and if their filling did not create a hump, fill beyond 50% was authorized.

Deletion Requests

Early during VOLAR-71, personnel turbulence threatened to completely disrupt the measurement and administration of the test. Accordingly, DA instituted procedures whereby requests with justification could be submitted by installations directly to the Office of Personnel Operations (OPO) for deletion from reassignment orders. OPO action is summarized in Table 2.

Table 2
Summary of
OPO Action on Deletion Requests ^{1/}

<u>INSTALLATION</u>	<u>REQUESTS</u>	<u>APPROVED</u>	<u>DISAPPROVED</u>
Fort Benning	316	156	160
Fort Carson	544	316	228
Fort Ord	1388	604	784

^{1/} thru 4 Jan 1972

Funding

It goes without saying that VOLAR, as it was initially conceived and ultimately implemented, would have been impossible without the dollar resource support provided by DA. That support was principally in the form of OMA funds, which in FY 71 were reprogrammed DA funds totaling \$25 million for VOLAR. In FY 72, VOLAR appeared as a separate line item entry in DOD's Project Volunteer Budget and was funded at \$72 million. These OMA funds were supplemented with lesser amounts from other appropriations.

Included in FY 71 MVA funds were \$5.0 million dollars for civilianizing KP in U.S. Army, Europe. Because of program implementation delays, this sum could not be fully utilized for hiring KP's in the last half of FY 71. DA proposed and USAREUR agreed to applying the balance supplemented by an additional \$2 million from DA to beginning a modest MVA experiment such as the ones underway in CONUS.

It became clear during the review of the initial plan submissions that certain proposed projects could not legally be funded by the OMA appropriation. Reprogramming of the available OMA funds was considered and rejected because of unacceptable delays and Congressional resistance.

To consider all innovative possibilities other funding means were sought. Certain activities clearly fell within the Family Housing Management Account (FHMA) which DCSLOG was able to fund. Some of the proposed facilities work involved maintenance, repair or minor construction which exceeded the statutory limit above which OMA funds could not be used. In FY 71, a special \$4.2 million MCA reprogramming action was approved by Congress to proceed with these projects (See Appendix K). For other projects DA could find no legal authority under which any type of appropriated funds could be used. Special non-appropriated fund welfare fund grants were provided by DCSPER for these purposes (See Appendix J). Certain equipment purchases also required special DA funding, this time from the Procurement of Equipment and Missiles, Army (PEMA) Account.

Table 3 presents a summary of total FY 71 and FY 72 VOLAR funds by appropriation and installation.

Civilian Hire

The VOLAR-71 program was initiated at about the same time as a CONUS-wide reduction in full-time permanent personnel ceilings.

TABLE 3

VOLAR FUNDING RECAP
(\$000) 1/

	FY 71					FY 72						
	OWA	FWA	NCA	RDTE	MAF	TOTAL	OWA	FWA	RDTE	MAF	TOTAL	TOTAL VULAR COSTS
COMARC	(18,000)	(367)	(4,032)		(227)	(22,626)	(56,900)	(768)		(140)	(57,808)	(80,434)
Fort Benning	5,000	259	597		65	5,921	7,500	628		71	8,199	14,120
Fort Bragg	3,000		631			3,631	5,645				5,645	9,276
Fort Campbell							2,118				2,118	2,118
Fort Carson	5,000	108	2,804		81	7,993	4,705	140		29	4,874	12,867
Fort Dix							2,917				2,917	2,917
Fort Hood							5,645				5,645	5,645
Fort Jackson							2,917				2,917	2,917
Fort Knox							5,175				5,175	5,175
Fort Lewis							4,234				4,234	4,234
Fort Ord							4,705				4,745	9,826
Fort Polk	5,000				81	5,081	2,870			40	2,870	2,870
Fort Riley							3,764				3,764	3,764
Fort Sill							4,705				4,705	4,705
US ARMY, EUROPE	7,000					7,000	10,500				10,500	17,500
US ARMY, ALASKA							3,000				3,000	3,000
US ARMY, HAWAII							1,500				1,500	1,500
CONTRACTORS												
HAWAII												
RAC	96			244		244			488 2/		488	732
SDC						96			398		398	96
TOTALS	25,096	367	4,032	244	227	29,966	71,900	768	886	140	73,694	103,660

1/ Does not include these separate RWA programs: FY 72 OWA Barracks Furniture, FY 72 MCA Barracks Improvement, FY 72 OWA Barracks Partitions, or Unit of Choice

2/ Includes \$81,000 projected FY 73 costs to complete studies associated with VOLAR 72

Many proposed projects required additional civilian hire, several in areas where personnel cuts had just been accomplished. The effect of the VOLAR project, then, was to restore some of these cuts. VOLAR hire against civilian spaces currently allocated was authorized. Additional spaces were available through regular manpower channels, but never required.

Most of the new employees hired were on temporary appointments not to exceed one year. The majority of temporary employees were in the graded wage board positions, such as ground maintenance, and were specifically identified as VOLAR support personnel. A number of permanent appointments were made in hard-to-fill positions such as journeyman craftsmen, hospital personnel, and a few professionals. The largest number of civilians hired were in support of the Facilities Engineer, normally an installation's largest single employer. Table 4 presents a summary of civilian and contract hire support of all installation VOLAR activities. Installation-level detail is presented in Appendix B.

Authority to extend the initial one year VOLAR temporary appointment through 31 December 1972 was received from the Civil Service

TABLE 4
VOLAR CIVILIAN HIRE

	<u>Direct</u>	<u>Indirect</u>	<u>Contract</u>	<u>Total</u>		<u>Direct</u>	<u>Indirect</u>	<u>Contract</u>	<u>Total</u>
Supply Operations (.180000)	(45)			(45)	Operation of Utilities (.3000)	(23)	(64)		(87)
Post supply (.11000)	28			3	Maintenance & repair of Real Property (.12000)	(646)		(57)	(803)
Self-service supply (.12000)	3			6	Utilities systems (.11000)	54		20	55
Clothing sales (.13000)	6			4	Buildings (.12000)	288		37	356
Purchasing and contracting (.14000)	4			3	Grounds (.13000)	248			302
Clothing items (.15000)	3			1	Surfaced areas (.15000)	31			43
POL meals (.16000)	1				Miscellaneous	45	2		47
Maintenance of Material (.0000)	(68)	(2)		(70)	Minor Construction (.1000)			(54)	(54)
Support maintenance					Other Engineering Support (.1000)			(299)	(536)
Aircraft (.0100)	19	2		11	Fire prevention & protection (.11000)	(181)	(56)		(536)
Automotive (.0100)	9			11	Refuse handling (.12000)	29	8	15	52
Combat vehicles (.0100)	11			7	Entomology services (.13000)	7	1		8
Electronic & communications (.0100)	7			22	Custodial services (.14000)	11	13	268	292
Commodities (.0100)	22				Other	134	16	16	166
Personnel Support (.0000)	(219)	(216)	(5)	(440)	Administration (.1000)	(392)	(25)		(417)
Chaplain activities (.0100)	3			3	Command & staff (.11000)	226	19		244
Special services activities (.03000)					Finance & accounting (.12200)	99			99
Indesignated					Other headquarters services (.13000)	67	6		73
Libraries (.03100)	122	1		122	Health Care (.141211.10000)	(377)			(379)
Services clubs (.03200)	6	9		15	Administration (.11000)				44
Theater (.03300)	48	155		203	Hospitalization (.12000)	4			74
Sports (.03400)	7	9		16	Clinics (.13000)	70			70
Crafts (.03500)	3	1		4	Professional ancillary services (.14000)	30			30
Entertainment (.03600)	16	1		16	Non-professional ancillary services (.15000)				69
Dependent youth activities (.03700)	1	1		2	Custodial (.15100)	69			69
Admin & supply (.03800)	3			3	Miscellaneous	20			20
Army Community Services (.04000)	18	20	5	43	Food service operations (.16100)	20			20
General Education Development (.05000)	3	3		6	Dental care	52			52
Misc Personnel Support (.05200)					Project Transition (.171117.1000)	(3)		(9)	(12)
Base Services (.10000)	(304)	(72)	(911)	(1287)	Family Housing Operations & Maintenance (.1910000.0000)		(1)	(28)	(29)
Communications (.10100)	9			9	Service School Training Activities (.11112.0000)			(78)	(83)
Television (.10200)	4			4	Recruit Training Activities (.11111.0000)	(5)			(5)
Admin motor services (.103100)	179	41	12	232	Miscellaneous	(6)	(15)		(21)
Transportation office (.103200)	10	2		12		2296	531	1441	4268
Issue commissaries (.104100)	22	4	899	915					
House operations (KF) (.104400)	16			74					
Commissary (.104600)	50	24		74					
Laundry (.105100)	14	1		15					

Commission to allow adequate time to complete the VOLAR experiment and validate the results without penalizing other permanent or temporary employees who might have been affected by the FY 72 reduction in the Army's full-time permanent personnel ceilings.

Equipment Support

A basic VOLAR objective was to return soldiers to soldiering by releasing them to the greatest extent possible from ancillary, non-military duties. This was accomplished not only through civilian hire, but also by the purchase and use of labor-saving devices to increase the efficiency of performing tasks such as grass-cutting, building, grounds and vehicle maintenance, and trash collection. The conceptual approval of equipment which was required in support of a particular VOLAR project and which required DA authorization was included in DA's approval of the proposed VOLAR project.

In FY 71, the requirement to submit Table of Distribution and Allowances (TDA)/Modification Table of Organization and Equipment (MTOE) changes was first waived and then modified to require after-the-fact TAADS (the Army Authorization Documents System) documentation. In FY 72, requests for increases in TDA/MTOE items of equipment in support of VOLAR were submitted for documentation in accordance

with established emergency authorization procedures. Requests were required to include sufficient justification to indicate how the particular items would enhance the VOLAR test. The submission of requests for such increases for VOLAR-72 installations were authorized prior to FY 72 to reduce delays. Requisitions for approved equipments, however, could not be submitted until FY 72.

Additionally, SAMVA sponsored a series of visits by Office of the Chief of Engineers specialists in maintenance and services equipment and land management of VOLAR-72 installations to assist them in the selection and acquisition of such equipment for grounds maintenance. Given particular attention were those items needed to compensate for labor previously contributed from troop units, predominately in grounds maintenance and policing responsibilities. A detailed on-site review of current plans and methods was also performed to assist in optimum performance of grounds maintenance.

EXPERIMENTAL VOLUNTARY ARMY TRAINING PROGRAM (EVATP)

The Fort Ord contribution to VOLAR consisted of two distinct, but

related components: (1) life style innovations as discussed above, and (2) development of new techniques of basic and advanced individual training. Commencing in January 1971, the modified approach incorporated individualized, self-paced, "hands-on" instruction in job-relevant situations, and performance-based assessment of specific skills at key points in the instructional process. By the fall of 1971, the Fort Ord EVATP was being used as a model by other Army Training Centers in accomplishing a CONARC-directed, CONUS-wide program revision which incorporated the best features of the then present program and EVATP to provide tougher, more comprehensive training.

The course objectives and performance tests used in the 16 week EVATP were determined jointly by Fort Ord and HumRRO and validated by Fort Benning, the training proponent. Seven skill subjects in the 8 week BCT program were changed to a performance-based system. Advanced Individual Light Weapons Infantry training (11B MOS) was converted to performance-based techniques and reduced from eight to four weeks, and three weeks of either Mortar Crewman (11C MOS) or Mechanized Vehicle Driver training added. Gradual conversion to the complete EVATP system was accomplished over a 4 month period.

A complete discussion of EVATP is presented in HumRRO Technical Report 72-7. The Concepts of Performance-Oriented Instruction Used in Developing the Experimental Volunteer Army Training Program,

REPORTING

DA made conscious efforts to minimize the number of reports required from the VOLAR installations. Certain installation or command reports required to provide the necessary information and justification for evaluating or programming expanded resource supported actions were, however, periodically required:

(a) Major commanders report to the Chief of Staff on MVA actions, initially required bi-monthly, then quarterly and finally semi-annually.

(b) Project VOLAR Financial Report (RCS CSCAB-285), submitted by VOLAR-71 installations monthly and containing funding level, expenditure and obligation levels of each VOLAR project.

(c) Financial Status of Modern Volunteer Army (RCS CSCAB-285), submitted quarterly by all FY 72 MVA activities, to include VOLAR-72 installations, on the status by fiscal code of appropriated funds allocated for VOLAR projects and other MVA purposes.

(d) Supplemental MVA/VOLAR Report on Funded Manpower Resources (RCS CSFOR 78), submitted quarterly beginning for the period

ending December 1971, on military and direct or indirect hire civilians by functional area, detailed personnel, and service contract personnel performing unit level as well as post level support functions.

(e) Installation-level VOLAR evaluations, submitted each six months beginning at the end of FY 71, through the period ending 30 June 1972.

(f) MVA Statistical Data Report, submitted by VOLAR-72 installations during the first quarter and then discontinued on morale and discipline indicators.

RELATED SUPPORTING AREAS

A number of MVA programs, though not a formal part of the VOLAR test, contributed significantly to it. The specific effects of some of these will be discussed in Chapter 4. The objective here is to describe these contributing programs.

Barracks Improvement Program

The FY 72 MVA Budget contained two programs to improve barracks living conditions. The first, a \$2 million OMA program, was designed to provide privacy in temporary, World War II barracks principally by the installation of a commercial demountable partitioning system. The second and larger, a \$42.5 million MCA program, involved

permanent privacy partitioning and minor electrical work, or complete modernization (to include partitioning) to new construction standards in permanent barracks. Twelve CONUS VOLAR posts plus additional VOLAR installations in Hawaii and Alaska were among more than 30 installations world-wide who participated.

The scope of this barracks improvement program and specific installations involved are summarized in Appendix C.

Barracks Furniture Program

In FY 71 VOLAR installations spent \$6 million on barracks furniture -- desks, chairs, desk lamps, and rugs. The FY 72 Budget contained \$10 million to procure barracks furniture world-wide in support of the MVA. Procurement was deferred until the August 1971 Fort Jackson display and then accomplished centrally by GSA-Washington. Nine of the VOLAR-72 CONUS installations plus each of the three VOLAR-72 overseas commands were recipients of these extra OMA funds. The remaining four VOLAR posts, all VOLAR-71 installations, completed their barracks furniture procurement with VOLAR-72 funds.

A breakout of the \$10 million FY 72 Barracks Furniture program by command and CONARC installation is also included in Appendix C.

Unit of Choice Recruiting

On 1 February 1971, DA began a CONUS Unit of Choice Enlistment Option which offered qualified applicants training in the combat arms in an MOS to be determined by the Army, and 6 months stabilization in the applicant's unit of choice upon successful completion of training.

On 15 July 1971, the period of stabilization was increased retroactively from 6 to 16 months.

As a result of the success of the CONUS Unit of Choice Enlistment Option, a similar program was initiated, tested and by the end of FY 72 expanded to allow 23 units to recruit for numerous non-combat MOS. This option, the U.S. Army Special Unit Enlistment Option, offered the applicant a selection of MOS in which to receive training, choice of units in the program, and 16 months stabilization with that unit upon successful completion of training. In addition, a similar program was implemented for 6 CONUS-based Military Police battalions.

Seven additional unit of choice type enlistment options offer applicants training in various MOS and overseas assignments of their choice.

Although most of these programs were funded from other MVA sources,

some did receive a degree of VOLAR fund support. Whatever the fund source, however, Unit of Choice recruiting programs did impact on VOLAR, and VOLAR on the Unit of Choice Program. To assist in assessing this impact, the participating units, the effective date they became participants in the program and the total numbers recruited through the end of FY 72 are listed in Appendix D.

Centralized Feeding Experiment

An outgrowth of recommendations from the DA Subsistence Operations Review Board was a time-phased Army-wide food service improvement program. A major project in this seven-year plan was the establishment of centralized food preparation facilities which would support many units, operate with fewer kitchen personnel and less equipment, and permit more accurate forecasting, recipe calculating, and yield.

An interim centralized food preparation facility was in operation at Fort Lewis during FY 72. The Fort Lewis system prepared and delivered chilled and frozen foods to six dining facilities and operated a central dishwashing facility. Dining facilities were modified to accommodate the new serving technique and to improve the dining atmosphere. Modular, free-standing serving units provide heated or chilled foods in a self-service serving line.

CHAPTER 2

THE EVALUATION PROCESS

A VOLAR evaluation plan was established as an integral part of the VOLAR experiment to provide for a systematic analysis of the effectiveness of VOLAR actions in accomplishing overall MVA objectives and to develop associated information for use both in refining the on-going program and in determining which actions were most appropriate for continuing application on an Army-wide basis. The methods of assessment consisted of:

- o Specific evaluative studies of attitudes about the Army and VOLAR and MVA innovations conducted by each VOLAR installation.
- o A series of attitude and opinion surveys administered across the several VOLAR locations, and Army-wide.
- o An analysis of cost data associated with VOLAR projects and actions, and
- o A series of studies associated with Experimental Volunteer Army Training Programs (EVATP) training innovations.

GENERAL CONCEPT

To provide the most thorough possible analysis, two levels of VOLAR evaluation were undertaken. One level consisted of assessments by VOLAR installation commanders, with technical guidance and assistance from a contracted research and analysis organization. Each commander

judged which actions he had undertaken were most effective in strengthening professionalism or improving Army life. A second, overall evaluation was simultaneously conducted by a contractor under the direct supervision of SAMVA. His task was to determine the impact of VOLAR actions on attitudes and retention in terms of their generality for application on an Army-wide basis.

Installation/Command Level Evaluation

The responsibility for the evaluation of VOLAR at installation level rested with major commanders. In CONARC, each installation conducted its own formal evaluation. Analysis above installation level was not required. Major commanders overseas conducted and evaluated VOLAR at major command level. Installation/command level evaluations, in assessing the many aspects of VOLAR innovations, utilized the services of both military and civilian personnel from their own resources. In some cases civilian consultants were also hired by the installation.

As in the administration of the VOLAR program, the decision was made not to dictate rigid approaches for the installation-level VOLAR evaluations. Recognizing, however, that many installations in FY 72 lacked the in-house capability to conduct an evaluation such as that required of VOLAR, DA contracted with System Development Corporation (SDC) to provide

technical assistance to commanders in preparing their VOLAR-72 evaluations. SDC provided technical support in the development of analyses plans, questionnaires and methodology, training in questionnaire administration, quality control of data, collection procedures and use of data, and preparation of evaluation reports. This support was provided during a VOLAR evaluation workshop co-hosted by SDC and SAMVA, three liaison visits to each VOLAR installation, and by telephone and mail consultation.

Within the general guidelines prescribed in the DA VOLAR Evaluation Plan, installations had the freedom to choose between a number of evaluation tools. The various types of analytic tools used by the VOLAR 72 installation are presented in Table 5. Appendix E summarizes the types and composition of these various analytic tools by installation.

Table 5
VOLAR-72 Installation Level Evaluation

Type of Analysis	# Installations
Permanent Party Questionnaires	16 (All)
Trainee Questionnaires	2
Commanders Questionnaire	5
Dependents Questionnaire	7
Cost-Effectiveness Analysis	4
Career/Separation Decision Study	3

Contractor Evaluation

Department of the Army responsible for the overall evaluation of VOLAR, selected different contract research organizations in FY 71 and FY 72 for this task.

In FY 71 Human Resources Research Organization (HumRRO) was the principal DA contract evaluator. They concentrated their effort in a series of studies:

- o An evaluation, with Fort Ord, of the combined effects of the Experimental Volunteer Army Training Program (EVATP).
- o A comparative study of men assigned to training at Forts Ord and Jackson between January and July 1971, to include: a longitudinal analysis of questionnaire responses by men as they progressed through training; a questionnaire study of trainees from the Midwestern United States, compared with regular trainee input at the two posts; a questionnaire study of Fort Jackson trainees who participated in an accelerated individual training program, compared with EVATP trainees at Fort Ord and 'control' trainees at Fort Jackson; and a study of the background characteristics and perception of Army conditions of men who go AWOL while in BCT or AIT.
- o An evaluation of the effects, on permanent party personnel at the VOLAR--71 test and control installations and a Army-wide 1% sample, of a number of different, rather general VOLAR innovation

made at VOLAR-71 installations. Included in this study was an analysis of the career intentions expressed by VOLAR-71 permanent party personnel and any actual reenlistment or separation action they may have taken prior to 29 February 1972.

o An evaluative summary and consolidation of the findings of both HumRRO permanent party and VOLAR-71 installation evaluations.

Research Analysis Corporations (RAC) contribution to the VOLAR-71 evaluation was a cost-effectiveness analysis in which they determined the cost of VOLAR-71 actions and related these costs to the effect which they had on the attitudes of military personnel. In FY 72 RAC evaluated the effectiveness of the entire MVA program on accessions and retention and attempted to select the least cost mix of MVA projects and funding levels to meet Army manpower goals.

HumRRO, though not the principal evaluator, made significant contributions to the VOLAR-72 evaluation. They developed the FY 72 survey instrument using experience gained during VOLAR-71. They also conducted an analysis of responses to questionnaires administered in FY 72 to samples of men surveyed at VOLAR installations in FY 71

to determine whether there were differences in the reaction of the men to VOLAR programs at VOLAR-72 locations, depending upon whether or not the men received their training or were assigned to a VOLAR-71 installation.

SDC was the principal VOLAR-72 evaluator. In addition to technical support provided VOLAR-72 installations, they were responsible for:

- o Evaluation of data from the VOLAR-72 questionnaire developed by HumRRO to determine: the attitudes of both VOLAR and non-VOLAR soldiers toward the Army and identify attitudinal changes over time; which VOLAR actions had the most positive effects on attitudes toward the Army in general and on retention; and which type of projects had the greatest effect on professionalism and Army life.

- o In-depth interviews with selected individuals who reenlisted and those who did not.

- o An evaluative summary and consolidation of the findings of the VOLAR-72 evaluation, to include the VOLAR-72 installation/command level evaluations discussed above.

VOLAR versus non-VOLAR

In the VOLAR-71 experiment the only variable clearly controlled was money available for improvements and innovations at the experimental

posts, but not at the control posts, which were free, and in fact encouraged, to innovate within available resources as they saw fit. Furthermore, there were Army-wide innovations in effect at all posts. Since there is no reason to suppose that expensive innovations will, in principle, be any more effective than cost-free innovations, the distinction between "experimental" and "control" conditions was not maintained with any rigor, except for the Experimental Volunteer Army Training Program (EVATP) where radical changes were made to basic and advanced individual training itself. Nevertheless, for the mass of data developed in conjunction with the VOLAR evaluation to have any applicability on an expanded basis it was necessary to determine the background characteristics, attitudes, and reenlistment plans of an Army-wide sample that could be used to support generalization of the findings from the study of VOLAR installations to the entire Army. A secondary purpose was to provide a baseline to compare the results of the VOLAR studies discussed above and for future Army-wide attitude surveys.

SURVEY INSTRUMENTS

As illustrated above, a number of methods were used to assess the effectiveness of specific VOLAR actions and the program overall. Commanders (and even contractors) used both subjective and objective techniques in an effort to measure the effect of VOLAR on the morale

and performance of their commands. The principal evaluative tools used to measure the effects of VOLAR innovations on attitudes and career intentions, however, were attitudinal questionnaires administered to officer and enlisted personnel assigned to VOLAR test and control installations, and to other-than-VOLAR participants Army-wide. Two such sets of questionnaires are the subject of this section: permanent party questionnaires administered in both FY 71 and FY 72, and three different questionnaires administered to VOLAR-71 and VOLAR-72 control trainees as they progressed through Basic Combat and Advanced Individual Training.

VOLAR Surveys I, II, III, IVE and IVO

The FY 71 HumRRO Survey, VOLAR-IV E for enlisted personnel and VOLAR-IV O for officer personnel, asked questions on background characteristics, attitudes toward the Army and reenlistment, the importance of a number of specific actions or aspects of Army life (Check List 1), the chance of finding an item in the Army (Check List 2), notice of innovations when they took place (Check List 3), and the degree to which certain items would influence the respondent to reenlist in or leave the Army (Check List 4).

The three FY 71 trainee questionnaires, VOLAR-I, II, and III used Check Lists 1 and 2, 1-3, and 1-4 respectively, and were administered to trainees during their "fill", eight (last) week of BCT, and eighth (last)

week of AIT. In addition, VOLAR I asked a question on draft motivation and both VOLAR II and III asked questions on training. No separate trainee questionnaires were administered in FY 72.

MVA Evaluation Questionnaire FY 72-E and FY 72-O

The FY 72 survey was developed by HumRRO and administered by SDC. Basically a refinement of the FY 71 survey instrument, it asked for the same general background, attitude and reenlistment intent information. In lieu of the four Check Lists, however, the questionnaire asked a three part question on 88 different items. The respondent was first asked if he had noticed a change in that item; if so, he was then asked if the change was good or bad, and what effect that change would have on his intent to reenlist.

Survey items in both the FY71 and FY72 questionnaires are summarized in Table 6.

Sample Selection

VOLAR permanent party attitudinal questionnaire were administered to approximately 450 enlisted and 50 officer personnel from the total military population of each VOLAR post. In FY 71 samples were drawn using the last two social security account number (SSAN) digits, and so that no individual was tested more than once. In FY 72 some samples were completely randomly drawn; others included designated VOLAR-71 followup personnel as will be discussed below. All BCT and Infantry AIT trainees at Forts Ord and Jackson completed the VOLAR-I, II, and III questionnaires.



SEC	Ranking	Unilateral (U)
Overall Effect	Importance	Recruitment
Recruitment	1/	Effect 1/
Effect 1/		

TOTAL NUMBER OF ITEMS

4. Category groupings are generally 200's.

In both FY 71 and 72 an approximately 1% Army-wide sample (less trainees, VOLAR participants, Southeast Asia personnel and personnel not stationed on a military installation) was drawn using the last two SSAN digits.

Administration

During the last five months of FY 71 permanent party questionnaires were administered eleven times at Forts Benning, Carson, Ord, Jackson and Knox, and twice at Fort Bragg and in USAREUR. The trainee questionnaires were administered to all men who began training during the period 25 January through 21 June 1971, and as men progressed through training. The last trainee questionnaire was administered during the week of 11 October 1971.

In FY 72 questionnaires were administered in December 1971, March 1972, and June 1972 to the three type installations shown in Table 7

Table 7

VOLAR - 72 Survey Administration Schedule

Type I	Type II	Type III
Fort Campbell	Fort Benning	In USAREUR At
Fort Dix	Fort Bragg	Gelnhausen
Fort Hood	Fort Carson	Kitzingen
Fort Jackson		
Fort Knox		
Fort Lewis		
Fort Ord		
Fort Polk		
Fort Sill		
Fort Greely		
Fort Richardson		
Fort Wainwright		

For the December and June administrations, Type 1 installations drew samples randomly selecting every n-th person from a DA supplied post roster. At Type 2 installations each sample included all Fort Ord and Fort Jackson trainee follow-up personnel plus a randomly selected post sample which together totaled approximately 500 men. At Type 3 installations each sample included all trainee and all VOLAR-71 permanent party follow-up personnel plus a randomly drawn sample which together equalled or exceeded 500 men. For the March 1972 administration all installations were treated as Type 1, i.e., the entire sample was randomly selected and no follow-up personnel were included.

In FY 71 questionnaires were developed, printed and administered by HumRRO. In FY 72 HumRRO developed the survey instrument. Printing was contracted for by OSAMVA. The Adjutant General's Office (TAGO) distributed the questionnaire along with administration instructions prepared by OSAMVA. The Army-wide surveys were distributed and collected by the Office of Personnel Operations (OPO).

VOLAR survey administration details are presented in Table 7.

TABLE 8

VOLAR SURVEY ADMINISTRATION

FY71	SURVEY NAME	ADMINISTERED			TOTAL SAMPLE SIZE	AREAS QUESTIONS ON
		BY	TO	PERIOD		
HUMRRO	VOLAR I		All men entering BCT at Forts Ord & Jackson	"Fill" week of BCT 25 Jan - 21 Jun 71	37,816	Background, attitude toward Army (to include reenlistment intention vs draft motivation), importance of item (Check List 1), chance of finding item in Army (Check List 2)
	VOLAR II		All men who took VOLAR I		36,649	Attitude (to include reenlistment intention & attitudes towards BCT training), Check Lists 1 & 2, and notice of innovations when they took place (Check List 3)
	VOLAR IIS		All men who began BCT in 1971 thru 21 Jun who did not take VOLAR I	Last (8th) week of BCT 25 Jan - 16 Aug 71	4,707	Background only; administered w/VOLAR II
HUMRRO	VOLAR III		All graduates of BCT at Forts Ord & Jackson who went on to AIT at these posts	Last (8th) week of AIT 26 Apr - 11 Oct 71	8,021 (6,061 of which had taken VOLAR I or IIS)	Attitude (to include reenlistment intention and attitudes towards training), Check Lists 1, 2 & 3, and what items would most influence to reenlisting and leave Army. (Check List 4)
HUMRRO	VOLAR IV-E		Permanent party EM at Forts Benning, Carson, Ord, Jackson, Knox 1/	11 times from 1 Feb - 21 Jun	19,310	Background, attitude (to include reenlistment intention) and Check Lists 1, 2, 3, 4
			Permanent party EM at Fort Bragg & in USAREUR 1/	Apr & Jun 71	1,330	
	Special survey of attitudes towards Army life (RCS CSOCS-OT) 150	OPO	Army-wide 10 sample of EM 1/ 2/	Mar 71	4,731	
HUMRRO	VOLAR IV-O		Officers at Forts Benning, Carson, Ord, Jackson, Knox 1/	11 times from 1 Feb - 21 Jun	2,343	Same as VOLAR IV-E
			Officers at Fort Bragg & in USAREUR 1/	Apr & Jun 71	169	
	Special survey of attitudes towards Army life (RCS CSOCS-OT) 149	OPO	Army-wide 10 sample of officers 1/ 2/	Mar 71	641	
RAC	Survey supplement for VOLAR IV-E cost effectiveness		Permanent party EM at Forts Benning, Carson, Ord, Jackson, Knox, Bragg 1/	Apr & Jun 71	4,590	Background, reenlistment intent, effect of item on satisfaction with Army, importance of item, result of items on reenlistment, free response on other actions influencing reenlistment.
KAC	Survey supplement for VOLAR IV-O cost effectiveness		Officers at Forts Benning, Carson, Ord, Jackson, Knox, Bragg 1/	Apr & Jun 71	416	
FY72	MVA evaluation ques- tionnaire FY72-E		450 EM (permanent party and trainees) at each of 19 FY72 VOLAR locations 1/ 4/	Dec 71, Mar/Apr 72, Jun 72	22,350	Background, attitude toward Army, perception of changes in items and impact of changes on attitude toward Army and retention, and influence of wife's attitude on reenlistment decision.
	MVA evaluation ques- tionnaire FY72-E RCS CSOCS-164	OPO	Army-wide 10 sample of EM 1/ 2/	Dec 71, Mar/Apr 72	20,745	
	MVA evaluation ques- tionnaire FY72-O		50 officers at each of 19 FY72 VOLAR locations 1/ 4/	Dec 71, Mar/Apr, Jun 72	2,553	
	MVA evaluation ques- tionnaire FY72-O RCS CSOCS-165	OPO	Army-wide 10 sample of officers 1/ 2/	Dec 71, Mar/Apr 72	2,389	
RAC	Survey supplement for VOLAR-72 cost effectiveness study		50 officers & 450 EM(per- manent party and trainees) at Forts Benning, Bragg, Carson, Jackson, Knox, Ord	Dec 71 - Feb 72	2,499 EM 362 officers	Background, reenlistment intent, importance of item, result of items on reenlistment, relative contri- bution of VOLAR, pay increase, vari- able bonus, proficiency pay, enlist- ment bonus, and enlistment options to an increase in reenlistment or enlistment, free response on sug- gestions for MVA program.

1/ Randomly selected.

2/ Not included were men in Vietnam and at posts in main study.

3/ Administered at same time as HUMRRO IV-E/IV-O surveys.

4/ Surveys were administered at these "Type" installations:

Type 1: USARMAW, Forts Campbell, Dix, Hood, Jackson, Knox, Lewis, Ord, Polk, Sill, Greely, Richardson, and Wainwright

Type 2: Forts Benning, Bragg, Carson

Type 3: in USAREUR at Gelnhausen and Kitzingen

ANALYSIS

The mass of data generated during VOLAR was analyzed in a number of ways. In general, however, the analyses addressed these questions:

- o What was the attitude toward a particular VOLAR action, as measured by questionnaire or interview?
- o For what types of soldiers did the VOLAR action have the greatest impact?
- o What was the relationship between attitudes toward the VOLAR action or program, as portrayed by performance and statistical data?
- o What was the relationship between the impact of the VOLAR action and its cost?

Attitudinal Data

The primary question addressed throughout the VOLAR test was that of determining which of the various actions had the most positive impact on attitudes toward the Army as a whole and on retention. At the same time, other relevant aspects which might bear on the interpretation of results and on the conclusions to be drawn were also addressed.

e.g., the effect that demographic difference among posts might have on the apparent impact of certain VOLAR actions.

The general plan followed by HumRRO in analyzing VOLAR-71 information was to determine how much a criterion, such as reenlistment intention, was related to background, attitudes toward the Army, and to certain experiences with the Army, particularly with VOLAR innovations. Information collected on personal morale, general attitudes toward the Army, and attitudes toward specific features, taken in conjunction with the background information on the respondents, was used to assess the general input of Army life upon men of differing backgrounds. Using the number of favorable responses to 10 questions concerned with feelings about the Army, HumRRO developed a Composite Attitude Score as a measure of general attitude toward the Army. Stated reenlistment intent provided a measure of specific attitude. The Check Lists provided data concerning specific innovations which, in turn, was analyzed over time and with each other. Data analysis was done, for the most part, in terms of posts, time of questionnaire administration and the characteristics of the respondents themselves.

In FY 72 SDC made the same type analyses on background characteristics, general attitude toward the Army as measured by a Composite Attitude

Score , and reenlistment intent. Initial data analyses were made utilizing automated statistical analysis program to provide selected sets of descriptive (means, standard deviation, frequency counts, percentages, correlation ratios, etc.) and sampling (analyses of variance and chi-square) parameters. Significant patterns, trends, and relationships both among the sets of questionnaire response data, and between these data and those derived from other sources such as installations - level evaluation reports were identified.

Cost Effectiveness

A cost effective analysis, used first by Research Analysis Corporation (RAC) in FY 71 and later by VOLAR-72 installation using the RAC approach, was conducted on a fixed cost basis to determine how much effectiveness could be achieved in return for a given expenditure of resources. The evaluation of effectiveness was based largely on the results of attitudinal surveys which measured the effect of VOLAR actions on stated reenlistment or career intent, and on the expressed degree of soldier satisfaction with different VOLAR items. (See Appendix F).

The first step in the cost effectiveness analysis was to aggregate project costs to a number of assigned VOLAR categories corresponding to the survey instrument. An "effectiveness score" was then computed

for each VOLAR project category by multiplying the satisfaction score by the present improvement score (or most important areas for improvement). The aggregated costs and effectiveness scores were ranked and correlated using the Spearman formula for rank correlation.

Morale, Discipline and Performance Data

Among the measures taken to evaluate the effect of VOLAR was the analysis of morale, discipline, and performance data. These included not only traditional morale and discipline indicators such as delinquency data, AWOL's, Article 15's, courts martial, and reenlistment and retention data, but also the subjective view of commanders at all levels.

INTERPRETATION OF DATA

The key to drawing meaningful conclusions from the mass of data generated during VOLAR is in proper interpretation. Interpretation of attitudinal data begins with a review of the survey instrument. How did the questionnaire address the questions to which you are seeking answers? Should one expect systematic differences between sampling

results and the true population value? This section will discuss these and other factors one should consider.

Influencing Factors

VOLAR was not an "experiment" in the true sense of the word. Army-wide MVA innovations were in effect at all posts. No or low cost innovations were being implemented by VOLAR and non-VOLAR commanders alike. The Army was in considerable turmoil. As Vietnam wound down the size of the Army was reduced. As efforts built to reduce reliance on the draft, the Congress enacted sizeable pay increases, especially at the entry level, and special pay incentives. DA acted as well, expanding recruiting activities and options and raising the quality standards of recruits and careerists. With the imposition of stringent strength ceilings the Army was forced to involuntarily release tens of thousands of officers and men before their normal term of service expired -- -- this in the face of high unemployment. Appendix G presents a chronological recap of Army-wide actions that should be considered when interpreting the results of attitudinal data or the VOLAR program as a whole.

VOLAR Administration

Just as with EVATP, development and implementation of VOLAR

required several months. Individual plans were in almost all cases, approved before the effective start date of the program. In spite of this, however, procurement of equipment in support of VOLAR experienced delays ranging from a few months to almost a year in the case of barracks furniture. Procurement regulations requiring exhaustive advertising and bidding procedures added months to the start dates of numerous projects. The FY 72 Barracks Improvement Program, though not a VOLAR project, had received considerable publicity beginning early in the fiscal year but by year-end had barely begun. Civilian hire required to support a number of VOLAR projects was slow. In the case of some skills such as journeyman craftsmen, medical technicians, or professionals, advertising procedures were extensive and personnel were difficult and sometimes impossible to find.

To illustrate this problem, consider Fort Riley, a fairly typical installation, in the implementation of their VOLAR program. At the end of the first quarter of FY 72 only 13% of their original 56 projects were on-going or completed, in the second quarter 33% were completed, 21% in the third quarter, and 20% in the fourth quarter. At the end of FY 72 eight projects had not been completed.

Statistical Methodology

The mean rating was perhaps the most used statistic for characterizing or summarizing the responses made by survey respondents. The ranges of the rating scales were very small (generally 3 or 5 points), while the mean rating differences derived from them were even smaller. To spread them out, therefore, they were generally rank ordered.

Three precautions must be observed when interpreting such ranks:

(1) while the highest and the lowest ranks are usually trustworthy, ranks in the middle are not; (2) the highest and lowest ranks are relative positions and do not necessarily correspond to the highest or the lowest or any other possible rating on the rating scale; and (3) ranks show nothing about the absolute value of the mean rating.

A final note should be made about "significance". Contractors and some installations have been very careful to report the extent to which an observed difference between two measures represents a real difference, that is, one not due to sampling error. While a difference, may be statistically significant, however, it may not be significant in the practical sense. In addition, when a difference is not identified as statistically significant, no real difference may, in fact, exist.

Post Comparisons

Both HumRRO in FY 71 and FY 72 report considerable differences among VOLAR and non-VOLAR samples in terms of many of the demographic characteristics of the questionnaire respondents. HumRRO concludes that comparisons can not be made between posts using data developed unless all appropriate statistical compensations are made for such differences. SDC expresses a similar warning, suggesting that the differences in demographic characteristics could, in a large measure, account for or obscure differences in attitudes toward the Army and in VOLAR action effects. The message is clear -- installations should not be compared with other installations. This is especially true of reenlistment intention or even actual reenlistment data because of compensations which must be made for age, race, region of origin, marital status, education and the like. On the other hand, there are less likely to be demographic changes within a post over time and observed changes are more likely to be attributable to factors within the post and relat2ble to VOLAR activities.

VOLAR-72 Questionnaire Format

The VOLAR-72 questionnaire addressed 88 different items in this manner: "Have you noticed a change? If so, do you think it is a good thing? Would it affect your plans to reenlist or leave the Army?"

Seemingly illogical conclusions could result if the interpreter of the data fails to consider these factors in actions wherein changes were noted.

- o Changes in one area may have resulted in changes in another area but the cause of these latter changes had been erroneously credited by the respondent.

- o Changes were assumed to have been made because the item appeared in the questionnaire, the change occurred at another post, or because of publicity.

- o The change noted had in fact occurred but was not due to a VOLAR action or was funded from other sources and therefore not identified in VOLAR actions listings.

- o The change referenced by the respondent was that experienced in transferring from one post to another.

Negative responses to actions that should logically have favorable results might have these possible explanations:

- o Actions might have been taken only in selected units with resultant dissatisfaction in unsupported units.

- o An action was implemented and subsequently curtailed or discontinued.

- o An action, while in a favorable direction, was less than expected

- o An action, while good in and of itself, may have bad consequences.

Relief from KP, for example, may not be favorably received if the soldier is not employed in meaningful training or work.

SHORTCOMINGS

The U.S. Army Audit Agency (USAAA), in response to a request from SAMVA, conducted a review of VOLAR evaluation procedures. Their findings with some explanatory comments are helpful in interpreting the present findings and as an aid in extending and refining future MVA evaluation efforts.

Installation Level Evaluation

Shortcomings were noted in five general areas:

- o Reports were not uniform in general content or presentation.

The installation evaluation, however, was purposely decentralized to serve the needs of DA and those of the installation commander. A lack of uniformity did not, in itself, degrade the effectiveness of the installation evaluation.

- o More elaboration in discussion form of the statistical data was needed.

- o Questionnaires were not uniform in general content, presentation or wording . Somewhat greater questionnaire refinement would have been beneficial if time had permitted. A highly structured, centralized questionnaire, however, would not have provided the installation commander the necessary degree of focus.

- o Multiple attitude questionnaires administered at the same installation had considerable duplication of questions. and questions

addressing the same areas of interest were not compatible in composition or structure. Complementary studies were, however, being conducted in parallel, each employing questionnaires designed to best serve the objectives of that particular study. Since similar areas were being addressed, similar supporting data such as demographic characteristics, attitudes and action effects were required.

o Statistical treatment and reporting was not uniform. nor was it to be expected with the varying capabilities which existed at the installations. The major emphasis by the installations should have been placed upon interpretation rather than the development of fancy analysis techniques.

Contractor Evaluation

Shortcomings were noted in these areas:

o Report did not correlate attitudes to specific projects. Prior existing conditions and needs were sufficiently different among the variety of installations that Army-wide conclusions or recommendations must address a general type of action rather than a specific project.

o Not all action categories were addressed by the questionnaire items. This should be the subject of any future refinement in the questionnaire.

o The appraisal of the impact of major actions, such as civilian KP, was based on responses to a single question, although several different actions may have been implemented in the area referenced. The desirability of a larger number of questions must, by necessity, be balanced by the practical size of the survey instrument. In most cases focus had to be on the relative effect of types of actions with supplemental information derived from the installation reports.

o Responses to questionnaire items resulted in some seemingly illogical results. Overall action effects should have been, and in most case were, explained. Installation-level detail should be interpreted in light of what was discussed above under VOLAR - 72 Questionnaire Format.

o Scoring and attitude computations on individual questions should be limited to those installations that had VOLAR actions in effect. The multitude of action categories, changes implemented independent of the VOLAR program and the possibility of spill-over ruled against such an approach.

CHAPTER 3

ATTITUDES^{*}

This Chapter will summarize VOLAR-71 and 72 findings which describe the VOLAR participant, his attitudes toward the Army and the VOLAR program, and areas of significant differences in his attitudes and those of non-VOLAR groups studied. It will also discuss trends in these attitudes over time. Finally it will discuss some of the more common characteristics of men staying in the Army.

BACKGROUND DATA

Information collected on the respondent's background was used in analyzing their attitudes and reactions to innovations. Age, rank, and length of service, for example, can be expected to influence reactions to innovations.

Enlisted Personnel

There are differences in the backgrounds of enlisted men in the permanent party at VOLAR and non-VOLAR installations in both FY 71 and FY 72.

Age. The VOLAR and non-VOLAR survey respondent in FY 71 was generally younger than the FY 72 respondent, perhaps because of the FY 72 early release program. In FY 71 the average VOLAR

*See Table 16 (p. 127) Summary of Attitudes Toward the Army

participant at 23.1 years of age was slightly younger than his Army-wide counterpart (49.2% of the men were 22 years old or younger versus 50.5%). In FY 72, the non-VOLAR enlisted group also had a higher average age (25.8 versus 24.4 years). Average age at the posts varied from less than 22 years at Fort Polk to over 28 years at Fort Sill, both in FY 72.

Grade. The average grade for both VOLAR and non-VOLAR samples in both FY 71 and FY 72 was between E4 and E5. The FY 71 Army-wide and FY 72 VOLAR groups were slightly junior to their opposites. Average grade varied from 2.4 at Fort Dix to 5.3 at Fort Sill during different survey administration in FY 72.

Time in Army. The percentage of men with less than two years of service held fairly constantly at VOLAR-71 and VOLAR-72 posts drifting slightly from 55 to 53%. The Army-wide sample, on the other hand, dropped drastically from over 60 to 39%. Individual posts vary from a high of 96% at Fort Benning to 22% at Fort Sill, both during the June 1972 survey administration.

Race. The overall racial mix shifted slightly between FY 71 and FY 72 with a small increase in the percentage on non-whites. VOLAR posts, on the average, had 2-3% more non-whites than the Army-wide sample. The racial mix varied considerably between VOLAR posts from 13% non-whites at Fort Greely to 41% at Fort Dix, in different FY 72 survey administration

Marital Status. The percentage of married soldiers changed slightly from FY 71 to FY 72, decreasing for VOLAR samples (57 to 50%) and increasing for the non-VOLAR sample (49 to 56%). Individual sample marital rates ranged from 27% at Fort Dix to 69% at Fort Sill, both in FY 72.

Education. HUMRRO did not present FY 71 data on the average education level. The SDC FY 72 data, however, shows equal average educational attainment between VOLAR and non-VOLAR samples. Individual installation samples, however, ranged from 11.4 years at Kitzingen to 15.0 years at Fort Benning.

In summary this can be said about the background characteristics of enlisted permanent party personnel sampled during FY 71 and FY 72.

- o In background characteristic, the enlisted samples drawn from one installation varied only slightly during FY 71. In FY 72 several of the posts show marked changes from one survey period to another, possibly due to sampling procedures changed to include designated VOLAR follow-up personnel or mission changes.

- o Post samples differ considerably from one another in demographic characteristics. These pronounced differences preclude post comparisons until appropriate statistical compensations are made.

o In both FY 71 and FY 72 the VOLAR samples were generally younger than the Army-wide sample. In FY 71, however, the VOLAR samples were generally slightly more senior in grade, had a greater percentage under two years of service, and more likely to be married than the Army-wide sample. In FY 72 the VOLAR sample was slightly more junior, had a considerably greater percentage of men with less than two years of service, and less likely to be married than the Army-wide sample.

o The FY 72 the characteristic of the survey samples generally parallel those of U.S. servicemen as reported in "Profile of the U.S. Serviceman", dated 23 June 1971, in terms of age, percent married, education level, etc. However, the percentage of enlisted men who had completed high school was somewhat lower. Generalization of the VOLAR findings, is therefore appropriate.

o The observed differences between groups and the changes of groups over time may obscure real difference in attitudes and in reaction to VOLAR actions or they may account for certain observed differences and apparent change. To partially compensate for the compounding effect of these demographic differences, the survey samples were further partitioned into under-two and over-two years service length groups in the analysis of attitudes and action effects.

Officer Personnel

In many of the background characteristics the VOLAR sample of officers in both FY 71 and FY 72 differ considerably from those of the Army-wide sample. The VOLAR sample is younger by approximately two years, of junior rank with 14-21% more company grade officers, has a lower proportion of married men by 6 to 8%, and has an 8 to 10% greater number of obligated tour officers. These differences are not surprising considering the nature of the posts involved in the VOLAR sample.

As with the enlisted samples, post samples differ considerably in demographic characteristics. For example, FY 72 post samples varied in average age from slightly over 25 at Kitzingen to almost 33 in USARHAW. The percentage of company grade officers varied from over 93% at Kitzingen to 45% in USARHAW, both in FY 72. Service length and tour status varied similarly. Marital status varied from 58% at Fort Polk to 100% at Fort Carson, both in FY 72.

ATTITUDES TOWARD THE ARMY

Three primary measures of attitudes were employed in the analysis of questionnaire responses: Composite Attitude Scores based on the percentage of positive responses to selected attitude items; expressed

reenlistment intent; and changes in opinion of the Army. This section discusses this analysis, which, when considered in conjunction with the background information, over time and between groups, can be used to assess the general impact of Army life and the VOLAR program upon men of differing backgrounds.

General Attitude

When the intercorrelation of a set of related attitude questions will allow it, it is generally more convenient and more meaningful to summarize the responses made to them in the form of a more general attitude score. A somewhat general measure of attitude was obtained in this way for both the enlisted men and the officers: a composite attitude score. In FY 71 a set of 10 (9 for officers) and in FY 72 a set of 19 items concerned specifically with attitudes towards various features of Army life were combined into a measure of general attitude toward the Army. These composite scores together with measures of career intention were then used as primary indicators in summarizing analytical findings.

Overall, the most favorable attitudes are held by officers in the over-two years service group, followed by the enlisted over-two, officer under-two, and enlisted under-two groups.

In terms of VOLAR/non-VOLAR comparisons, the attitudes of enlisted men in the VOLAR-72 under-two group were significantly more positive averaging 3% higher in composite attitude scores, than those of the comparable non-VOLAR group. For the other officer and enlisted groups there were no significant differences between the VOLAR and non-VOLAR sets. Attitudes toward the Army are only slightly better in the VOLAR-71 sample than in the Army-wide sample.

There were considerable differences among the VOLAR posts, in both FY 71 and 72 in the attitude of their enlisted personnel. While the composite attitude score for the VOLAR-71 sample was 57%, the interpost range was from 48 to 59%. The VOLAR-72 under-two group as a whole averages 44% with an interpost range from 30 to 60%; for the over-two group, the average is 65% with a range from 48 to 73%. While there were changes in the attitudes of enlisted personnel at several of the posts, the relatively ranking of the posts on the basis of composite attitude scores remained relatively stable both in FY 71 and FY 72.

Analysis of responses to individual attitude items provided additional information bearing on major survey group attitudes and associated trends. Item responses of particular note include the following:

0 Only approximately 40% of the enlisted sample likes being in the Army. Among the under-two year group this figure drops to less than 18%. Both enlisted and officer samples, however, are becoming increasingly positive.

o Only slightly more than 40% of the VOLAR and non-VOLAR FY 72 enlisted samples feel their jobs are interesting and less than 49% feel their jobs challenging. Over 77%, however, feel their jobs are important.

o Approximately 35% of the enlisted and 50% of the officer FY 72 respondents (both VOLAR and non-VOLAR) indicate that the Army is getting too soft, with marked differences between the over-two (55%) and under-two (15%). However, the general consensus of opinion as expressed in the VOLAR installation-level evaluation reports is that VOLAR responses are not attributable to MVA or VOLAR programs per se, but rather to differences between expectations based on prior experiences and current realities.

Career Intent

The categories of the predictor variables combine in approximately the same way for both Composite Attitude Score and Reenlistment Intention based on regression analyses on the entire sample, and show essentially equivalent correlations with them. Those posts

which rank highest in composite attitude scores of the under-two group also tend to rank highest in reenlistment intent.

The data on reenlistment intention is summarized in Table 9 for the FY 71 and FY 72 VOLAR and Army-wide (non-VOLAR) samples, for men answering Yes or Not Sure to the survey question on reenlistment. Taking the March 1971 Army-wide figures as standard, the overall reenlistment intention of VOLAR personnel in both the under-two and over-two years service groups was below standard. Only one post group, the Fort Ord over-two, was above the March 1971 sample. By June 1971 the under-two and by December 1971 the over-two year groups had reached or exceeded the March 1971 standard. Note, however, that differences in reenlistments intent between a post and the Army-wide standard reflects only the special selection of men at that post. HumRRO clearly points out that in the FY 71 data, when the background characteristics of men at different posts was controlled, there were no significant differences in attitudes on reenlistment intent either across posts or between nominally experimental and control posts.

Table 9
Re-enlistment Intention:
Percentage of Enlisted Sample Answering Yes or
Not Sure to Reenlistment Question

Source of Sample	Time In Army									
	Two Years Or Less					More Than Two Years				
	FY 71		FY 72			FY 71		FY 72		
	Mar 71 (%)	Jun 71 (%)	Dec 71 (%)	Mar 72 (%)	Jun 72 (%)	Mar 71 (%)	Jun 71 (%)	Dec 71 (%)	Mar 72 (%)	Jun 72 (%)
VOLAR	12	15	33	34	36	61	60	65	65	67
Army-wide	15	--	19	22	--	63	--	62	64	--
Interpost Range	10-14	13-21	13-56	13-57	15-63	56-68	56-65	49-73	50-78	47-83

Note:

1) The VOLAR samples increased both in terms of size and number of posts from FY 71 (approximately 1300 men at 3 posts) to FY 72 (6800-8000 men at 19 posts).

2) A difference of approximately 8-10% for FY 71 groups and 3% for the FY 72 VOLAR groups, and 3% for the Army-wide groups is significant at the .01 level.

3) In FY 71 survey samples were drawn from permanent party personnel only; FY 72 survey samples included trainees.

The reenlistment intent of enlisted personnel in the under-two years service group at VOLAR-72 posts is significantly greater than at the non-VOLAR posts, and even higher for the VOLAR-71 posts. As shown in Figure 1, comparison of trends from February 1971 to March 1972 shows a significant increase in reenlistment intent (based on the percentages of "stay" plus "uncertain" responses) on the part of the under-two group for VOLAR-71, VOLAR-72 and non-VOLAR or Army-wide groupings. The over-two years service groups show a slight upward trend in reenlistment intent with no major differences among the three by-post groupings.

The data on Career Intention for officer personnel is summarized in Table 10. Overall, the Army-wide and VOLAR samples are in essential agreement about their plans for the future. There are no major differences among the VOLAR-71, VOLAR-72 and non-VOLAR Army-wide groups as Figure 2 shows, although officers in the Voluntary Indefinite/Regular Army (VI/RA) group shows a slight upward trend over the February 1971 to March 1972 period.

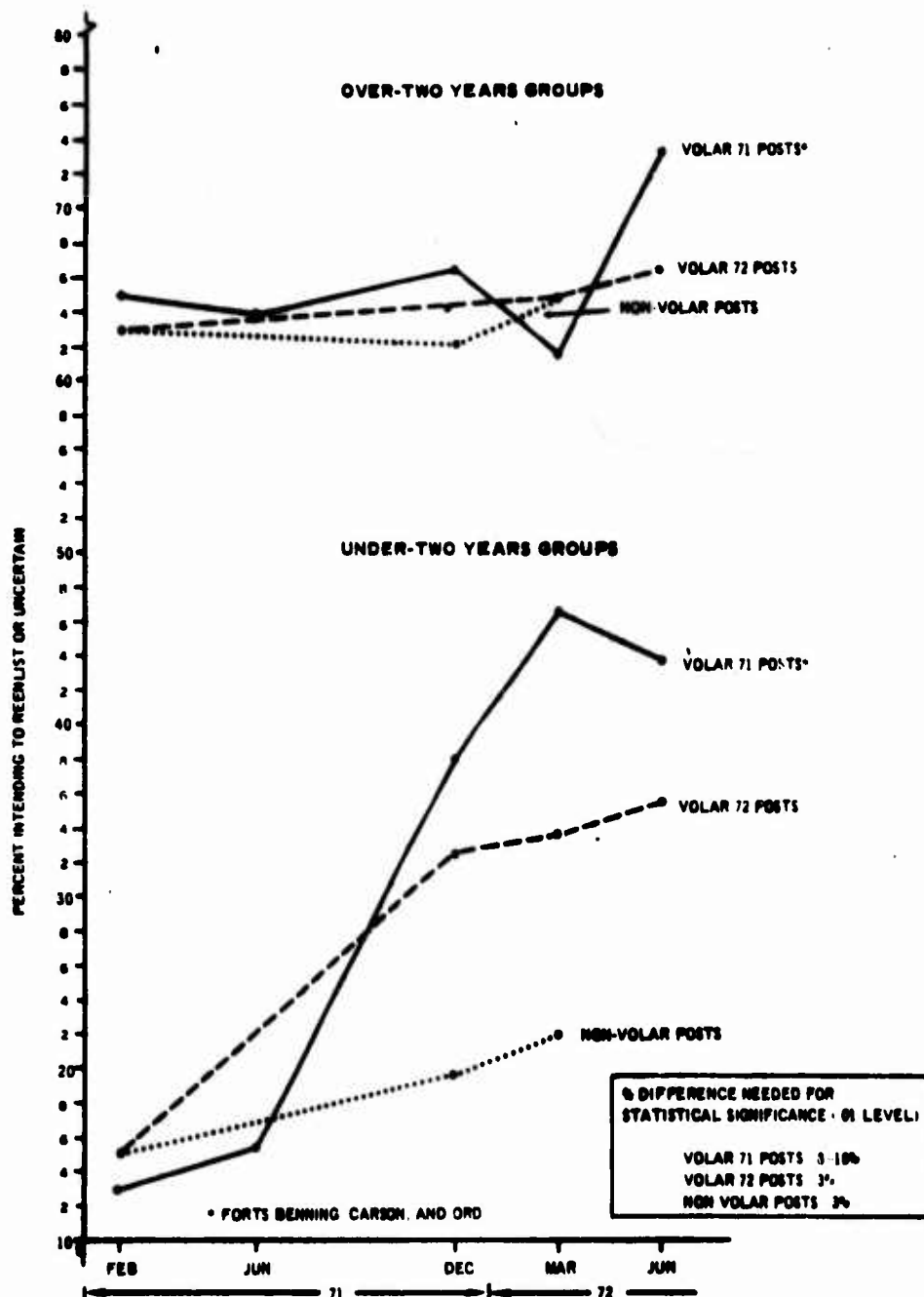


Figure 1. Trends in Intention to Remain in the Army: Enlisted Personnel

Table 10
Career Intention
Percentage of Officer Samples Answering
Stay or Undecided to Plans For the Future Question

Source of Sample	Status							
	Obligated Tour				Voluntary Indefinite/Regular Army			
	FY 71	FY 72			FY 71	FY 72		
	Overall (%)	Dec 71 (%)	Mar 72 (%)	Jun 72 (%)	Overall (%)	Dec 71 (%)	Mar 72 (%)	Jun 72 (%)
Will Stay VOLAR	21	18	20	21	56	61	60	65
Army-wide	15	21	23	--	62	62	66	--
Undecided VOLAR	17	14	27	12	21	21	22	24
Army-wide	15	15	13	--	18	22	20	--

Note:

- 1) The VOLAR samples increased in terms of number of posts from 3 in FY 71 to 19 in FY 72.
- 2) A difference of approximately 15% for obligated tour and approximately 9% for the Voluntary Indefinite/Regular Army. Officer groups are significant at the .01 level.

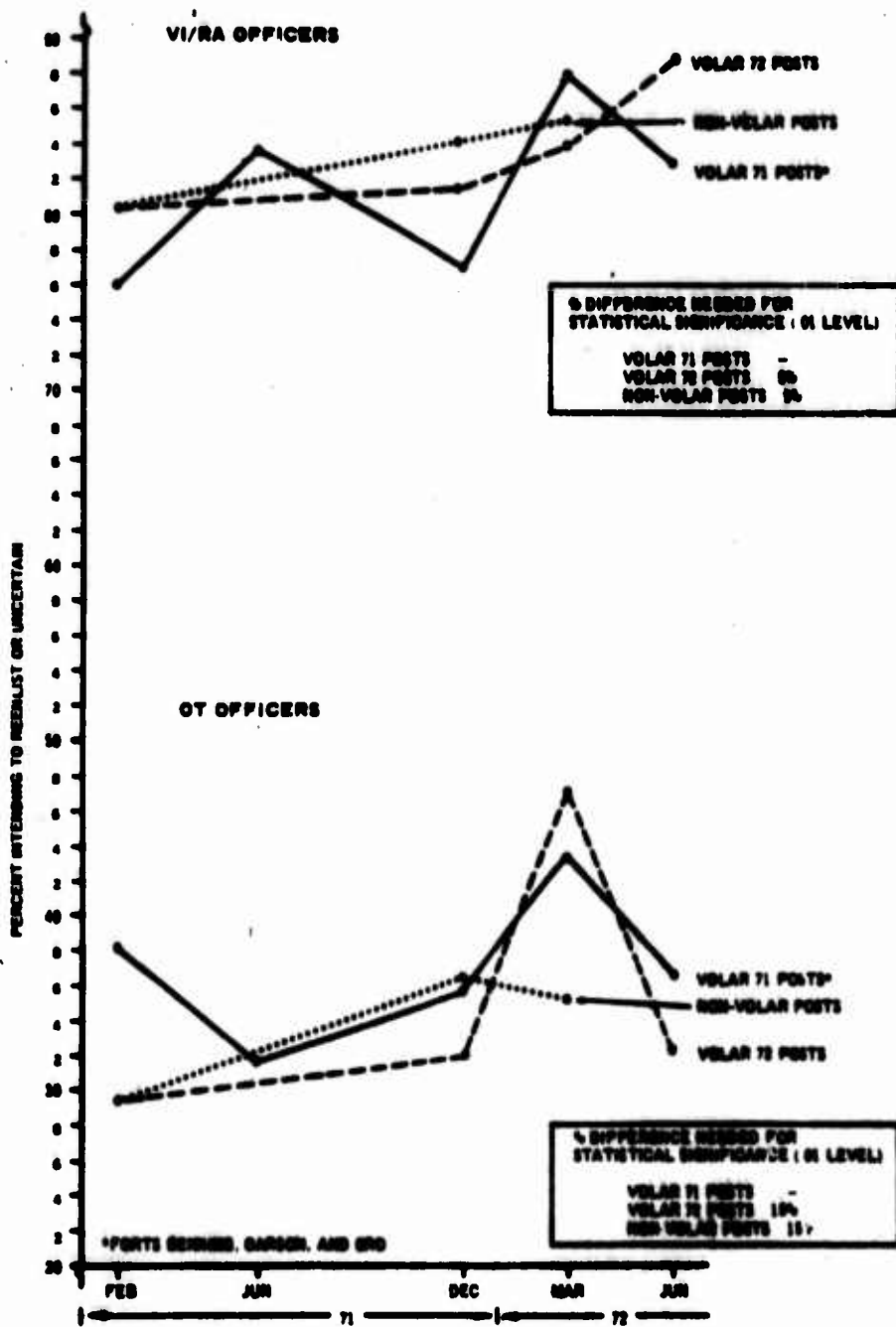


Figure 2. Trends in Intention to Remain in the Army: Officer Personnel

Opinion of the Army

Changes in opinion of the Army (Figure 3) show a significant upward trend for both VOLAR and non-VOLAR enlisted personnel in the under-two years service group, but with the VOLAR-72 group being higher than non-VOLAR group and the VOLAR-71 group being even higher. For the over-two years enlisted group, there has been a slight decrease in opinion of the Army with no major differences among the three by-post groupings.

Reenlistment Intent versus Behavior

Included in the HumRRO study effort was an analysis of the reenlistment intentions of enlisted men as expressed on the VOLAR IV-E questionnaire and actual reenlistment action taken prior to 29 February 1972.

Table 11 shows that expressed reenlistment intent is a reasonable, but not uniformly, accurate predictor of later reenlistment action, at least within a year of such action. Within the limits of very small obligated tour officer samples, the rate of favorable action at each level of intention is the same for obligated tour officer and for enlisted men. This apparent relationship may have important implications for the determination of future manpower needs of the Army.

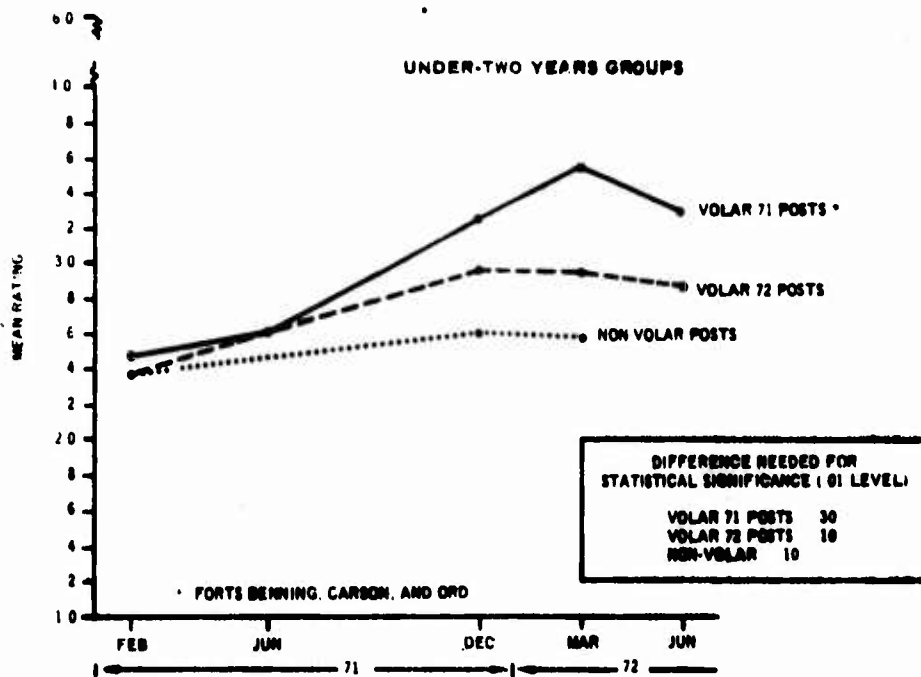
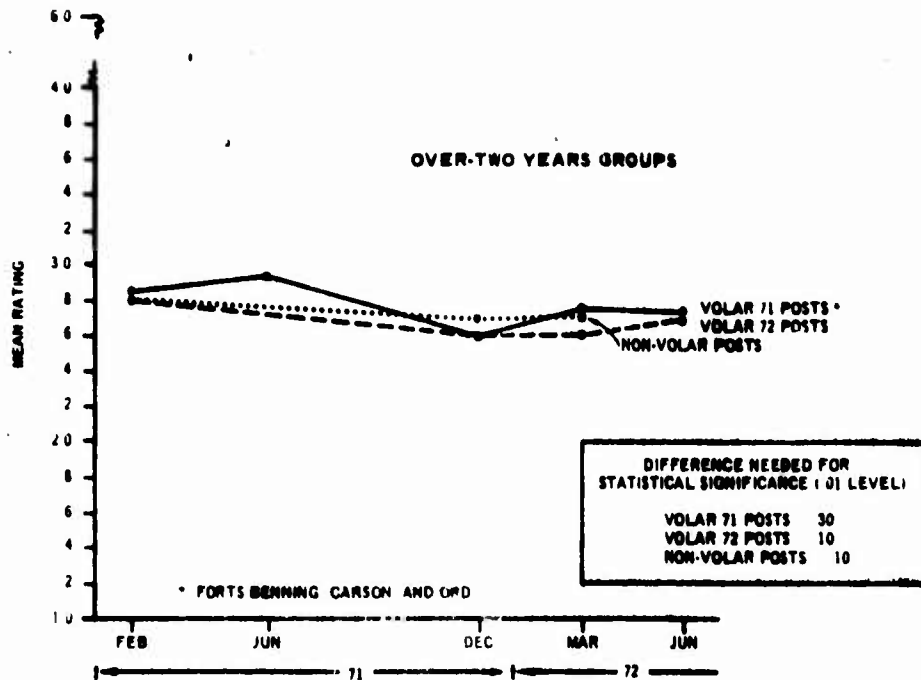


Figure 3. Change in Opinion of the Army: Enlisted Personnel

Table 11
Action Taken, by Responses to
Reenlistment Question on VOLAR IV-E

Action Taken	Over 5 Posts (%)	Interpost Range (%)
"No" Response		
Reenlisted	<u>3.2</u>	<u>1.9-4.4</u>
Left Army	96.8	98.1-95.6
"Not Sure" Response		
Reenlisted	<u>37.1</u>	<u>19.2-50.0</u>
Left Army	62.9	80.8-50.0
"Yes" Response		
Reenlisted	<u>81.3</u>	<u>63.5-87.9</u>
Left Army	18.7	36.5-12.1

Trainee Attitudes

The HumRRO comparative study of Fort Ord VOLAR and Fort Jackson VOLAR-control trainees in FY 71 produced some interesting findings. The longitudinal analysis of men as they progressed through training produced the finding of perhaps of greatest importance: most attitudes toward the Army deteriorate over the 16 weeks of training, although reenlistment intention appears to change less than the others.

BIOGRAPHICAL PROFILE ON REENLISTEE

Simple analyses showed that the attitudes measured were all strongly related to such background characteristics as age, grade, time in the Army, race, marital status, region of origin and education.

Several VOLAR-72 installation attempted to correlate certain attitude and background characteristics with reenlistment decisions. HumRRO did the same with expressed intent. This section will attempt to consolidate some of these findings.

HumRRO analyses of the multiple regression of reenlistment intent upon the various background characteristics and certain of their interaction showed reenlistment intention to be significantly influenced by the following background characteristics, in the order listed below. Explanatory comments by VOLAR-72 installations are also included.

- o Time in Army.
- o Draft Motivation. ("Do you think you would have come into military service even if there had not been a draft?"). Fort Lewis suggests that the draft had a negative effect on reenlistment intention among enlisted personnel in either case.
- o Race by Region of Origin. Overall, blacks show a higher reenlistment intention than whites, although the difference between them varies from one part of the country to another. Fort Benning and Fort Knox report similar findings.

- o Number of Dependents. Married soldiers are decidedly more apt to stay in the Army. Both Fort Benning and Fort Knox suggest that the reenlistment decision is predicated on the presence of family responsibilities. Fort Ord indicates that career intentions and overall career satisfaction are more closely associated with family life satisfaction than any other variable.

- o Grade.

- o Grade by Education. Fort Benning indicates that an attraction to service does exist for soldiers who are mentally well qualified. Fort Polk reports that the soldiers with a high school education are less likely to leave the service than either their contemporaries without a high school education or those with a college degree. As is indicated above, however, increasing time in the Army is more closely correlated to intent than is education.

- o Race by Education.

A separate regression analysis of the data from men with two years of service or less showed the best predictors of reenlistment intention for them to be, in the order listed:

- o Draft Motivation

- o Race by Region of Origin

- o Education
- o Number of Dependents

while the best predictors of reenlistment intention for men with more than two years of service, also in the order listed, were:

- o Time in Army
- o Draft Motivation
- o Grade
- o Marital Status

None of these regression analyses accounted for much more than one third of the observed variation in reenlistment intention, nor was Posts a significant variable influencing reenlistment intention. In all analyses, the differences in reenlistment intention among posts disappear when they are adjusted for the differences in the background characteristics of the men assigned to the permanent party at the various posts.

Installation evaluations suggest some other interesting factors which bear on reenlistment intention. Fort Lewis indicates that among first termers, most positive decisions to reenlist are made while in a permanent party status. Fort Bragg adds that after this decision has been made, the individual has substantially made a career decision.

Fort Dix indicates that Home/Peer and Wives attitudes correlate highly with reenlistment intent and suggest the probable utility of a public relations effort aimed specifically at parents of first termers in yielding additional reenlistments.

Fort Benning indicates that a soldier not working in his MOS was considerably less likely to reenlist than a soldier who was. The key point, Fort Benning adds, for both the reenlisting and separating groups of soldiers is that they enjoy what they are assigned to do and the nature of what they are doing is useful to themselves and/or their organizations.

ATTITUDES TOWARD VOLAR PROGRAM

To address overall reaction to the MVA and VOLAR programs, each of the VOLAR-72 post and the SDC evaluation reports was reviewed to develop a consensus of findings concerning attitudes of soldiers as determined by surveys in depth interviews, observations, and analyses. The resulting findings are summarized below.

With few exceptions, the installation-level findings indicate a favorable reaction on the part of the target population. Over time, the response has become more favorable. Resistance to the program has not materialized

to any substantial degree; very few adverse affects on morale and mission performance are reported with the benefits generally far exceeding any undesirable side effects. Some installations found the response to the overall program to be most favorable among the more junior personnel while others found the most favorable attitudes among senior personnel. The interviews showed a more definite positive attitude toward the program among those reenlisting than those separating.

A number of reservations and qualifications tend to condition the degree of overall favorable response. There appears to be an apparent continuing lack of understanding of MVA programs, plans, and objectives among portions of the target population. Delays in actual project implementation challenged the Army's credibility. Soldiers were critical that monies had frequently been allocated to seemingly trivial or low-priority areas. Finally, certain changes which individual installations felt were important to their program and which would have a major impact if implemented were not within the province of local commanders.

An interesting note from virtually all evaluations sources is that many changes which have contributed most significantly to the overall

favorable attitude toward the VOLAR program have been centered in the no or low cost policy and procedures areas.

CHAPTER 4*

VOLAR ACTION EFFECTS

Certain MVA actions were implemented on an Army-wide basis as early as December 1970. In January 1971 Project VOLAR began with a number of VOLAR actions implemented on a post-wide basis at one or more of the VOLAR installations. In some instances, the action represented a major change in operating concept, such as hiring civilian KP's. In other cases, the action reflected an added emphasis within existing policy, such as concentrating resources on repair and maintenance of troop barracks or improved and expanded avocational and recreational special services programs. This chapter will summarize the results of the various analysis efforts directed toward identifying those actions which had the most positive effects on attitudes and on retention.

METHODOLOGY

The FY71 HumRRO and FY72 SDC evaluations used different analysis techniques in assessing the effect of VOLAR actions.

HumRRO

HumRRO evaluated innovations in terms of:

- o The personal importance to the respondents of objects of potential innovation (Check List 1). An item judged as having relatively little personal importance is necessarily

*See Table 17 (p. 128) Summary of General Effects on VOLAR Actions

limited in its effectiveness as an object of innovation.

o The respondent's estimate of his current or expected chances of finding these and other items in the Army (Check List 2). Even an item judged as very important may not be an appropriate object of innovation unless it is, in addition, not easily found in the Army.

o The respondent's awareness of any innovation actually made, or actions taken by the Army in respect to these objects of potential innovations (Check List 3). This serves as a measure of the extent to which an action has impacted on the target population and as a basis for comparing relative awareness between different samples. Whether an item is judged important or not, an innovation focused upon that item can be considered only latently effective if the men concerned do not perceive that someone in the Army is doing something about it.

o The influence that each object of innovation would have on the respondent's decision either to reenlist or leave the Army (Check List 4). It serves as a primary indicator of those actions having the most and least positive effects on retention. Any item that influences numbers of respondents either to reenlist or to leave the Army needs to be considered as a potential object of innovation.

SDC

SDC evaluated innovations in terms of the respondent's awareness of any change noted in a particular area, the

respondent's perception of the change as either good, bad, or neither, and the effect of the change on the respondent's intention to remain in the Army at the end of his present tour. From these responses SDC developed four indices to assess the relative effect of specific types of actions:

- o Percent Noticing Change, which approximates HumRRO Check List 3.

- o Overall Effect, which represents the average effect value for all responses to that item. The effect value associated with each response combination ranged from 1 for bad/leave to 5 for good/stay.

- o Percent "Good" Reaction, which serves as a basis for more definitive consideration of effects in terms of positive contribution to attitude.

- o Percent "Stay" Effect, which approximates HumRRO Check List 4 and serves as a primary indicator of those actions having the most positive effects on retention.

SUMMARY OF FINDINGS

The great mass of data generated during VOLAR prevents a detailed summarization of the findings. This section will, however, attempt to synthesize the findings of HumRRO, SDC and the installations using these criterion: the most positive areas of MVA and VOLAR action, areas of least importance or overall effect, and areas requiring special emphasis. The section

will conclude with a discussion of special study area findings, results of the various cost-effectiveness analyses, and trends of various morale, discipline and performance indicators.

Findings will generally be discussed in terms of enlisted personnel and, when retention effects are discussed, in terms of enlisted personnel under two years of service. Officer findings, as well as findings from RAC and other sources, will be discussed in context. A more complete presentation of contract findings can be found in Appendix H.

Most Positive Areas

This subsection will summarize results of the HumRRO Importance Check List 1, the SDC Overall Effect Index, and HumRRO Retention Check List 4 and SDC Percent Stay Index analyses identifying those actions or potential innovations which are personally important to the soldier or which have the most positive effects on his attitude and retention.

Four areas are consistently ranked most important and offer the greatest and most consistent influences on satisfaction with the Army:

Civilian KP

Barracks Privacy

Medical and Dental care

Chance to Plan Own Future

In these areas (except for Barracks Privacy where no specific

survey question was asked in FY72) there is a generally increasing high percentage of both VOLAR-72 and Army-wide survey respondents noticing positive change. It is interesting to note that of the 4 items, medical and dental care is the only area where significantly more VOLAR-72 respondents note change than do Army-wide respondents. The Army-wide sample is more aware of positive change in the civilian KP area, perhaps in anticipation of the Army-wide program to civilianize KP.

Four areas show increasing importance from FY71 to FY72:

Educational Development

Opportunity for Travel and Experience

Chance to be Own Boss

Choice of Job Location

There is a high but fairly constant percentage of both VOLAR-72 and Army-wide survey respondents noticing positive change.

Opportunity for Travel and Experience jumped from one of the 10 least important in both VOLAR-71 and Army-wide groups to among the 5 most important in VOLAR-72 and Army-wide groups.

Several areas, though still highly ranked, show a decrease in relative importance from FY71 to FY72, possibly due to a change in the background characteristics of the respondents

(VOLAR-72 respondents were generally younger) or an increasing awareness of Army efforts. These areas were:

Treated as a Responsible Person

Fair Treatment on the Job

Treated with Respect

Interesting and Satisfying Work

Earnings or Job Security

Good Family Life

Food Quality and Convenience

Among the VOLAR respondents there was increasing awareness of positive change throughout FY72 in Fair Treatment on the Job and Good Family Life. Responses of VOLAR and Army-wide samples were in close agreement, except for two areas where VOLAR respondents observed more positive change than their Army-wide contemporaries: Treated with Respect and Food Quality and Convenience. The latter change can probably be attributed to local VOLAR innovations.

In addition to actions ranked as most personally important, those which influence a man to reenlist must also be considered as potential objects of innovation. Those programs from the HumRRO, SDC, and installation reports which showed the greatest and most consistent inducements for increasing enlistments among VOLAR and Army-wide samples in both FY71 and FY72 were:

Stabilized Tours

Retirement Benefits

Those showing increasing importance from FY71 to FY72 as reenlistment incentives were:

Education Programs

Specialized MOS Training

Choice of Job Location

Money Opportunities

Reenlistment Bonus

Opportunity for Travel and Experience

Chance to Plan Own Future

Chance to Serve Country

Of these, Education Programs and Reenlistment Bonus were ranked among the top 10 incentives at VOLAR-72 installations only. In addition, Chance to Serve Country, while ranked highly by all enlisted personnel was ranked lower by under-two year personnel.

Reenlistment in Unit of Choice showed decreasing relative importance among both VOLAR and Army-wide personnel.

Several actions which were identified as having the most influence on VOLAR-71 respondents to reenlist were not included in the FY72 questionnaire. These are, nonetheless,

programs which appear to have excellent potential but deserve additional study by attitudinal survey and/or other methods.

Retraining in MOS of Choice

Resign on 30 Days Notice

Extra Leave as Reenlistment Bonus

Promotion as Reenlistment Bonus

Weekends and Holidays Not Charged as Leave

Better Education for Dependents

Shorter Reenlistment Terms

Of these, Resign on 30 Days Notice was ranked first overall by VOLAR-71 under-two year enlisted personnel.

Those actions having the greatest importance or most positive effects on the soldiers' attitude and retention are summarized in Table 12.

Table 12

Most Positive Areas

	Most Positive Areas C	
	<u>Personal Importance</u>	<u>Retention Effect</u>
<u>Professionalism</u>		
Civilian KP	X	
Educational Development		
Education Programs	X	X
Specialized MOS Training		X
Retraining in MOS of Choice		X
Job Assignment		
Choice of Job Location	X	X
Stabilized Tour		X
Reenlistment in Unit of Choice		X
Shorter Reenlistment Terms		X
Resign Enlistment on 30 Days Notice		X
Chance to Serve Country		
Leadership and Supervision		
Treated as Responsible Person	X	
Fair Treatment on Job	X	
Treated with Respect	X	
Commander's Open Door Policy	X	
Work Conditions		
Interesting and Satisfying Work		
Chance to be Own Boss	X	
Chance to Plan Own Future	X	X
Chance to be of Service to Country		
<u>Army Life</u>		
Barracks Privacy	X	
Post Services		
Medical and Dental Care	X	
Food Quality and Convenience	X	
Better Education for Dependents		X
Pay and Benefits		
Earnings or Job Security	X	
Money Opportunities	X	X
Retirement Benefits	X	X
Reenlistment Bonus		X
Extra Leave as Reenlistment Bonus		X
Promotion as Reenlistment Bonus		X
Opportunity for Travel and Experience	X	X
Weekends and Holidays not Charged as Leave		X
Good Family Life	X	

Least Important Areas

An item judged as having relatively little personal importance is necessarily limited in its effectiveness as an object of innovation. The DA level evaluation considered the personal importance criteria in FY71 only. Nine items were ranked by VOLAR-71 and Army-wide enlisted samples as items of relatively little personal importance. Six of these same items were also ranked low by both officer samples. A complete list of these items is presented in Table 13.

Table 13

Least Important Areas in FY71

	Enlisted Personnel		Officer Personnel	
	<u>VOLAR</u>	<u>Army-Wide</u>	<u>VOLAR</u>	<u>Army-Wide</u>
Bus Transportation	X	X	X	X
Social Life	X	X	X	X
Free Personal Services	X	X	X	X
Chance to Play Sports	X	X		
Opportunity for Travel and Experience	X	X		
On-post Entertainment	X	X	X	X
Money Problem Counseling	X	X	X	X
Freedom from Physical Danger	X	X		
Time Off For Overtime	X	X	X	X
Place to Get Together With Friends	X			
Free Job Training		X	X	X
Discount Stores On-Post		X	X	
Legal Counsel			X	X
Someone to Talk Over Problems With			X	X
Regular Work Hours				X

The VOLAR-72 installation evaluations illustrate an important factor in utilizing such data. Three of these least important items were actually rated most important by certain VOLAR-72 installations.

Fort Jackson and Fort Riley survey respondents both rated Bus Transportation as one of their installations' most important projects. Forts Hood, Jackson, Polk and Riley each rated Special Service activities, to include recreation facilities, as areas of most importance to their particular post population. Opportunity for Travel and Experience jumped all the way from an item of least importance in FY71 to one of most importance in FY72. The point illustrated above is simply this: General guidelines may be developed and applied as Army-wide policy, but each installation presents a unique set of circumstances and an environment which dictates that programming and management decisions must be accomplished at that level to accommodate installation-specific strengths and weaknesses.

Areas Requiring Special Emphasis

Any item that influences numbers of soldiers to leave the Army needs to be considered as a potential--and indeed urgent--object of innovation. This subsection discusses two such analyses: HumRRO's Keenlistment Checklist 4, which identifies items influencing a soldier to leave the Army, and items which rank low on SDC's Overall Effect and Percent Stay indices.

Four areas are the greatest and most consistently ranked inducements against reenlisting by enlisted personnel with less than two years service:

Barracks Conditions

Public Reaction to the Military

Way Rules are Stated and Enforced

Food Service (Quality)

Junior officers consistently chose two areas which detracted from their continued service: Public Reaction and the Risk of Physical Danger.

Two other items increased in rank from FY71 to FY72 and are now among the ten greatest deterrents against staying in the Army.

PX/Commissary Prices

Post Entertainment

Junior officers agreed on PX/Commissary Prices and added Bachelor Officer Quarters Conditions.

Three items have declined somewhat but are still a strong influence on leaving:

Amount of Overtime Required

Amount of Evening and Weekend Duty

Action on Complaints

Junior officers voiced similar concerns on the Amounts of Overtime Required and Evening and Weekend Duty.

One item was not included in the FY71 questionnaire but in FY72 ranked in the top 10 as inducements against reenlisting:

Waiting in Lines

Junior officers agreed on Laundromat, and additionally cited Personal Property Safety and Officer Clubs.

Junior enlisted personnel appear to be relatively more pleased with three items which in FY71 were ranked as deterrents:

Money Opportunities

Family Life

Mickey Mouse

Money Opportunities jumped all the way from the 6th greatest inducement against reenlistment to the 8th greatest inducement for reenlistment. Junior officers agreed with improvements concerning Mickey Mouse and also noted improvements in the Way Rules are Stated and Enforced (which remained a major irritant for enlisted personnel), Choice of Job Assignment, and Opportunity to Speak and Be Heard.

The SDC "Overall Effect" ranking list contained three items with a significant number of negative changes causing enlisted respondents to leave and not included above:

Amount of Discrimination

How Inspection Results are Used

How Inspections are Scheduled and Accomplished

Officers noted four areas not previously mentioned: Job Security, Career Counseling, Promotion and Advancement Opportunity and Having Respect for Supervisors.

Areas requiring special emphasis are summarized in Table 14.

Table 14

Areas Requiring Special Emphasis

	<u>EM Less Than Two Years Service</u>	<u>Junior Officers</u>
<u>Professionalism</u>		
Leadership and Supervision		
Way Rules are Stated and Enforced	X	
Action on Complaints	X	
Work Conditions		
Overtime Required	X	X
Evening and Weekend Duty	X	X
Risk of Physical Danger		
Public Reaction to the Military	X	
<u>Army Life</u>		
Barracks and/or BOQ Conditions	X	X
Post Services		
Waiting in Line	X	
Food Quality	X	
PX/Commissary Prices	X	
Post Entertainment	X	
Laundromat Facilities		X

Special Study Areas

Four special study areas will be considered in this subsection:

- o The effect of VOLAR innovations on men in training at Fort Ord, a VOLAR-71 post, and Fort Jackson, a non-VOLAR-71 post.
- o The results of the Experimental Volunteer Army Training Program (EVATP).

o An evaluation of several projects dealing with individual and unit incentives, unofficial off-post transportation, and on and off-post entertainment and recreation, all supported with non-appropriated funds.

o Free Quarters Cleaning test conducted at Forts Benning and Carson

Men in Training

In FY71, one of the HUMRRO studies was to determine whether the many VOLAR innovations focused on the men in training at Fort Ord affected their attitudes as compared with those of men in training at Fort Jackson, a non-VOLAR installation.

In terms of personal importance, there was strong overall agreement between the two posts on all three questionnaires, VOLAR I, II and III. There was strong but slightly less agreement from one questionnaire to the next. As the trainees progressed through training, there was increasingly stronger agreement with the permanent party.

At both posts

Barracks Privacy

Freedom from Mickey Mouse Stuff

Personal Freedom

all became increasingly more important from VOLAR I through

VOLAR II to VOLAR III, while

Someone Who Will Do Something About Complaints
became more important at Fort Jackson alone.

At both posts

Good Family Housing

Good Retirement Benefits

Good Relations With People of Other Races

Respect for Superiors

all became less important, while

Forming Satisfying Friendships

Freedom From Physical Danger

became less important at Fort Jackson alone

In terms of the influence of certain items on reenlisting or leaving the Army, the men finishing AIT at both posts agreed with one another and with the permanent party about what would influence them most to reenlist:

Retraining in MOS of Choice

Weekends and Holidays Not Charged as Leave

Better Education for Dependents

Retirement Benefits

Reenlistment in Unit of Choice

Stabilized Tour as Reenlistment Bonus

Promotion as Reenlistment Bonus

They agreed with one another and with the permanent party that:

Overtime Work

Mickey Mouse Stuff

Lack of Barracks Privacy

Evening and Weekend Duty

would influence them most to leave the Army. Other items influential with these men but not with the permanent party reflect their status as trainees.

EVATP

Performance tests used in the 16 week EVATP were determined jointly by Fort Ord and HumRRO and validated by Fort Benning, the training proponent. In general, men in each mental category who received BCT under the Fort Ord EVATP performed in a superior fashion to men in the same mental categories who were conventionally trained at Fort Jackson. In the AIT phase, men trained in the 4 week Individual Light Weapons Infantry (11B MOS) EVATP phase demonstrated superior performance in 7 of 8 subjects compared to the 8 week 11B MOS Fort Jackson trainee. Tests of Mortar Crewman (11C MOS) trainees were inconclusive.

HumRRO attributed the superior performance by EVATP men to three factors: redirection of training system toward acquisition of skills; redirection in training methods toward active practice, repetition and review; and establishment

of an integral system of performance tests, verifying that skills were mastered and retained throughout the training phases.

Non-Appropriated Fund Test

Non appropriated fund (NAF) projects fell in three general categories:

- o Individual and Unit Incentives
- o Off-Post Transportation
- o On and Off-Post Entertainment and Recreation

The individual projects which comprise these general categories and detailed findings are further described in Appendix I.

Overall results for projects in the Individual and Unit Incentives Category are, at best, inconclusive and it is doubtful that the data would support any legislative change. In terms of overall effect, the general area of job performance recognition ranked near the middle on the SDC and installations evaluations for both enlisted and officer personnel. Fort Benning did, however, recommend that Outstanding Soldier Awards, their NAF project be implemented at other installations as applicable. Unit Re-enlistment Incentives, one of two Fort Carson NAF projects in this category, ranked quite low in terms of importance to soldiers.

The general area of on and off-post transportation ranked near the middle in the SDC evaluation but increased in relative rank in terms of overall effect near the end of FY72. The Fort Benning installation evaluation and SDC evaluation of data from Fort Benning provide substantial (but not conclusive) evidence that the two Fort Benning NAF projects which provide bus service to Columbus, Georgia and selected recreation areas on weekends, have a sufficiently positive impact on attitude and on retention that legislative authority for such projects might be sought.

In terms of overall effect, the general area of on-post entertainment fell near the bottom for enlisted personnel in SDC's FY72 evaluation, as did the chance to play sports in the HumRRO's FY71 evaluation. Neither the Fort Ord On and Off-Post Entertainment project nor Fort Carson Ski Trip project received ratings substantively different than SDC's overall findings, which would not support implementing legislation.

Family Quarters Cleaning Test

In their initial VOLAR-71 plans, Fort Benning and Fort Carson both proposed to provide contract cleaning at Government expense for occupants of government quarters who were transferred on permanent change of station orders. The OMA funds provided for VOLAR were not legally available for such purposes and DCSLOG, provided the necessary FHMA funds to test the proposals. Concurrently, DCSLOG began a test using an authorized contractor prepaid by the occupant. Both programs are discussed in more detail in Appendix J.

Opinion is divided as to the desirability of adopting the government paid program vis-a-vis the prepaid contractor approach. Proponents of the government paid program cite improved morale, and cost and time savings to the clearing occupant, while opponents cite high costs (estimated at \$2 million annually plus BAQ funds paid to personnel while quarters are vacant awaiting cleaning), inequities between on and off-post residents, and a lowered feeling of responsibility toward government quarters.

In terms of improved attitudes, the Fort Benning and Fort Carson evaluation rank the program moderate to high, with senior enlisted and officer personnel rating the program somewhat higher than junior personnel. Fort Benning recommends it for Army-wide implementation.

Cost Effectiveness

For the most part, the eight installations who made cost-effectiveness analyses allocated their VOLAR funds so as to finance those projects which would have the greatest impact upon the soldiers' attitudes and the amount of dollars spent was proportional to the projects impact upon improving soldiers' attitudes toward reenlistment.

Recognizing the inherent weaknesses of using ranks (as described in Chapter 2), the differences between cost and effectiveness ranks can, nonetheless, help in allocating funds in the future.

Program areas where the effect rank was generally greater than the cost rank included:

- Reduce Extra Duty Detail

- Work Conditions

- Post Security

- Family Housing

- PX/Commissary Facilities and Services

Educational Assistance

Medical Service

Transportation Service

Personal Problems Assistance

while in these program areas the effect rank was generally less than the cost rank:

Barracks Improvement

Common Room Improvement

Recreation and Special Services

Training

Several categories of no or low cost actions ranked very high with the soldiers surveyed. Installation evaluations were almost unanimous in their agreement that some no or low cost actions contributed most significantly to overall favorable attitude toward the VOLAR program. The immediate, high impact of these type action was generally unrivaled by most of the funded actions.

A more complete discussion of cost effectiveness is contained in Appendix M.

Morale, Discipline and Performance Indicators

Traditional morale and discipline indicators and reenlistment and retention data have long been objects of close scrutiny by commanders (even though HUMRRO suggests that statistical indicators typically have insufficient reliability and validity to serve as good measures of discipline), and so it was during VOLAR. MVA

detractors were quick to cite supposed breakdowns in these areas as indicative of the eventual failure of the Army's MVA efforts. The almost unanimous consensus of VOLAR installation commanders was that they were wrong. There was no indication of such a trend.

Eleven installation evaluations discussed statistical indicators in varying levels of detail. This subsection will summarize these data trends.

- o AWOLS. Down, but mixed (that is trends vary between installations).

- o Article 15s. Up, but mixed.

- o Courts Martial. Down.

- o Crimes of Violence and Against Property. Mixed, but generally unchanged.

- o Driving Offenses. Mixed.

- o Administrative Eliminations. Up. Fort Riley suggests that this is in keeping with the MVA objective of retaining only quality soldiers.

- o Congressional Inquiries. Down.

- o Inspector General.

- o Requests for assistance - Up. Soldiers appear to be solving their problems at the installation level.

- o Complaints - Down.

Only three installations reported performance data. The consensus of trends among them include:

- o Maintenance. Mixed.
- o Annual General Inspection Ratings. Up.
- o Individual and Unit Training Proficiency. Up.

Reenlistment and retention trends must be interrupted carefully. DA reenlistment objectives changed 5 different times during the 18 month VOLAR program, making measurement confusing and difficult. In February 1971, the Army instituted the Qualitative Management Program in an effort to retain only the best career soldiers. In August 1971, reenlistment eligibility was further tightened and DA began the initial phase of its early release program, which was considerably expanded in December 1971. In this context, then, retention trends were for:

First Termers. Down sharply in August 71, then up.

Career. Slightly down.

Reenlistment for Present Duty Assignment. Up.

Junior Officer Retention. Down, but mixed.

A chronological recap Army-wide actions impacting on VOLAR plus some selected retention statistics are presented in Appendix H.

Overall Comparison

The overall and comparative impact of the various types of actions on attitudes and career intent can be summed up as follows:

o Action areas in which changes were noted most frequently are primarily in the areas of Civilian Hire, Hours of Work, Opportunity for Growth and Experience, Mess Hall, Health Care and Personal Services. There were, however, wide variations both within general areas and between installations. Additionally, not all changes noticed were associated with VOLAR or MVA actions.

o Actions having the greatest overall effect on attitudes and on retention are primarily in the areas of Civilian Hire, Education Development, Job Assignment, Leadership and Supervision, and Pay and Benefits.

o Actions which had a high impact on attitudes but a relatively low impact on retention are found primarily in areas concerned with personal activities, preferences, and conveniences.

o Actions concerned with Job Assignment, Work Conditions, Hours of Work, and Leadership and Supervision have a high impact on retention but a relatively low impact to date on attitudes, indicating that these areas require additional emphasis.

o Areas in which the VOLAR set showed a significantly more favorable reaction than the non-VOLAR set were primarily in the Army Life class, and particularly in the Personal Conveniences, and Entertainment and Recreation areas. It is interesting to note, however, that actions in the Entertainment and Recreation

category showed a general decrease in positive reaction, possibly due to accustomization and a reassessment of priorities by survey respondents.

DETAILED FINDINGS

For analysis purposes, various VOLAR actions were grouped into 18 categories paralleling those described in the MVA Master Plan. The FY72 SDC evaluation is used as a principal data source in this segment; VOLAR-72 installation-level evaluation findings, HumRRO FY71 findings, and in-depth interviews are used to verify, supplement, and condition the resulting findings.

Professionalism

Actions in the Professionalism class are generally higher in retention impact than those in the Army Life class. Among soldiers there is a definite concern that Army life and work be professionally demanding and satisfying.

Return Soldiers to Soldiering. Civilian KP and civilian labor are among the most promising actions for Army-wide implementation in terms of both impact on attitudes and retention effect. The effectiveness of these actions appears to be increasing over time and have a relatively higher impact on the under-two years service enlisted group than on the over-two group. Civilian

hire for semi-military duties such as post security has a less favorable impact on attitudes and retention than do other types of actions in this category. In addition, projects dealing with releasing soldiers for duty by hiring civilians were cost effective.

Installation-level reports indicate that the use of labor saving devices is well received and has a beneficial effect in terms of morale, efficiency, and increasing availability of soldiers for primary mission performance. Preliminary cost/effectiveness ratios (expressed in terms of device costs and man-hour savings) suggest that actions in this area be continued and perhaps increased.

Continued actions to economize on ancillary, non-military duties are viewed as very important to the achievement of MVA objectives by contributing to the efficiency and professional image of the Army and increasing the availability of resources for primary mission performance.

Training

Changes in training methods and techniques with emphasis upon performance-oriented instruction, upgrading capabilities of instructors, and increased focus on primary mission and unit-centered training were among the more effective types of

actions in this category. The pattern of questionnaire responses, however, indicate that the changes noticed, especially in irrelevant training, have generally been less than desired or expected but that those that have been implemented have a moderate impact on retention.

Relative dissatisfaction with the current state of training was found among many soldiers. Decentralized training demonstrated its potential to correct previous shortcomings when continued, but shortages of personnel, MOS imbalance, rapid turnover, heavy commitments, and rapidly changing operational requirements presented themselves as very real obstacles. In spite of obstacles such as these, the decentralized training policy was credited with an increase in the percentage of Fort Riley soldiers passing their quarterly Comprehensive Training Examination.

Fort Dix reported some interesting findings which might bear further investigation. In surveys of both trainees and permanent party the majority of men of all ranks favored more demanding and challenging BCT and AIT training. There was also feeling that not enough material is covered and that there is insufficient training to work in one's primary MOS. This feeling was most prevalent among men most recently completing BCT and AIT.

Educational Development. Together with certain actions in the Return Soldiers to Soldiering, Health Care, and Pay and Benefits categories, actions in this area rank at or near the top of all actions in terms of personal importance, positive reaction and impact on retention for both enlisted and officer personnel. While a variety of educational and self-development programs have been implemented at various VOLAR-72 posts, all such actions appear to have an almost uniformly high impact. The positive reaction to these programs has increased over time, reflecting a high and continuing interest in self-improvement and education on the part of the majority of the soldiers.

The responses to changes in this category are similar both to the under-two and over-two enlisted group in both VOLAR and Army-wide samples with the percentage of positive reactions showing an upward trend over the survey periods. Responses to the SDC question on "opportunities and facilities available to continue one's education," ranked first in overall effect on each survey, are presented in Table 15.

Table 15
SDC Results on "Continue Education"

	<u>% "Noticing Change"</u>			<u>% "Good"</u>			<u>% "Stay"</u>		
	A	B	C	A	B	C	A	B	C
VOLAR	66	65	67	86	83	91	41	38	46
ARMY-WIDE	64	68	--	89	89	--	38	42	--

Surveys: A-December 1971, B-March 1972, C-June 1972

It remains for the reader to decide if the VOLAR education projects made a unique contribution to improved attitudes toward the Army and on retention. Whether they did or not, the apparent appeal of educational opportunities throughout the Army indicates the value of increased promotion of these programs, both in and out of the Army.

Leadership. While viewed as an extremely important area, the overall effect of changes have been only moderate but with certain actions having a greater impact than others. Those concerned with supervisory support of job performance and with being treated as a responsible person have had a relatively high impact; those concerned with respect by and for superiors and performance recognition have had a more moderate impact; and those concerned with treatment on the job and superiors' attitudes rank quite low. While a number of the installations report a highly favorable response to and successful results from actions in this area, it is suggested that the full

benefits from such actions have not been realized to date. Findings, at all levels of evaluation indicate that actions in this area should be continued and amplified.

Several installation/command evaluations contained excellent findings which bear repeating. USAREUR reports that leadership was chosen by all respondents as being the most important category of professionalism and also the one in worst condition. Fort Hood field grade officers generally agreed that they could not let their subordinates make mistakes as a learning vehicle because these mistakes were interpreted by senior commanders as poor leadership on the part of the field grade officers. Fort Polk reports that permanent party E1 to E4's exhibit little or no confidence in his leaders, with a developing pattern of increasing confidence in one's peer group but less in one's superiors.

Actions which provide for access to, and active participation in, the decision making and problem solving process are among the more effective actions in terms of impact on attitudes. Actions which provide direct access, such as through commander's open door policy and hot lines, are more effective than those providing intermediate access, such as through councils. The response to resultant action taken on complaints is quite low, indicating that continued action in this area is needed.

Job and Work Conditions. Actions in the area of job assignment generally rank quite low in terms of percentage noticing changes but very high on potential impact on retention. The more effective actions to date have been those concerned with location preference, unit of choice, and stabilized tours. Actions concerned with job/man matching, such as consideration of training experience, and job preferences, have had less of an impact, indicating that continued and increased attention to this area is in order.

Changes in work conditions have been generally well received but the overall effect on attitudes and retention has been only moderate. Actions having the highest impact are those which increase the soldiers' feelings of belonging, of having adequate administrative and logistic support, and of having a worthwhile and meaningful job to perform rather than those dealing with physical conditions of work per se. One exception in this area was a decrease in positive response to Opportunities For Advancement on the part of the officer group, indicating a perceived decrease in such opportunities.

Changes in Hours of Work have been generally well received and have a considerable impact on both attitudes and retention. The more effective actions to date have been the five-day work week and compensatory time off for overtime; major changes in

weekend/evening duty requirements have been precluded by mission requirements and current transitions in force structure at many of the installations and have had less of an impact. Among junior enlisted and officer personnel, the Amount of Overtime Required and Evening and Weekend Duty continue to be areas requiring special emphasis.

Army Life

Barracks Life

Housing

Barracks improvements ranks quite high among changes indicated as being most important by personnel directly affected. While a variety of such actions have been initiated, findings to date concerning their impact are somewhat tentative, due in part to only partial implementation of planned changes at most installations as a consequence of construction lead-time requirements. Also, the response to changes has been mixed, particularly when the anticipated changes were slow in being accomplished or the results less than expected. However, it is generally indicated that changes to date concerning barracks comfort, conveniences, privacy, and the installation of washers and dryers in the barracks have a moderate to high impact on attitudes but a relatively low impact on retention; personal property safety is an area of major concern in which actions to

date have been somewhat less than successful in accomplishing the desired degree of overall improvement.

Food Service

Changes in food programs are highly visible and have an immediate impact on a large segment of the enlisted population. While such changes are quite favorably received, they have a relatively low impact on retention. Particular actions having the greatest impact are those concerned with food choice, such as short-order lines and beverage availability, and mess hours, such as extended hours of operation, particularly during weekends and evenings. However, there has been some decline in the impact of these actions as the soldiers become more accustomed to them. An area meriting more attention is that of "rush and hurry" in the mess halls as perceived by the lower grades.

Dignity and Respect

Actions in the area of dignity and respect tend to be noticed by the soldier and to impact strongly on attitudes, although the retention impact for certain of these is relatively low. Actions concerned with increases in personal freedom and trust, such as the removal of travel restrictions, elimination of bed-checks, and sign-in/sign-out procedures, are the most effective types of actions to date in this area, particularly

for the under-two years service group. Those concerned with rules enforcement, waiting in lines, and inspections have been less effective, indicating that more attention is needed in these areas.

Family Housing. This area is viewed by a large percentage of the married soldiers and their dependents as one of critical concern in which substantial improvement actions are required. VOLAR actions implemented during FY72 in this area were generally limited to maintenance and service-type actions at selected locations. Service-type actions such as quarters maintenance, housing referral services, and refuse collection, have generally been well received and viewed as a step in the right direction. The free quarters cleaning experiment at Fort Benning and Fort Carson was viewed as particularly effective in terms of its impact on morale and reduction in costs, time, and disruptions which normally confront the departing family.

Post Services

Health Care

Of all actions considered by HUMRRO in FY71, only medical and dental service could be classified as a strong potential satisfier, i.e., classified as very important and found in the Army. Actions in this area rank among the top VOLAR-72 actions in terms of impact on attitudes and retention. The one exception is with regard to drug and alcohol abuse programs which,

while ranking high in effect on attitudes, has a relatively low impact on retention. The retention impact of actions in the Health Care category is considerably higher for married than for single personnel, and for over-two than for under-two personnel. Comparing VOLAR and Army-wide samples, a larger percentage of VOLAR respondents indicate that they noticed a change in medical and dental quality and convenience while of those who have noticed a change, a larger percentage of the Army-wide sample rate the change as good and having a favorable impact on their reenlistment. While actions must be tailored to fit the needs and conditions at each installation, the uniformly favorable response to such actions indicates the desirability of continued actions in this area.

Retail Services. The overall impact of actions in this category is generally moderate to low while the percentage good response is near the middle, the retention impact is quite low, generally falling in the bottom quarter. Reaction to VOLAR actions varied widely from post to post, depending on the type of action implemented, its scope, and number of people affected.

PX and commissary services are cited as an attraction of Army life but also as an area in which improvements are needed. The overall reaction to changes noted to date is generally moderate and the retention impact is relatively low, although

somewhat higher for the higher grades and married personnel than for the lower grades and single personnel. Actions to date bearing on the quality and range of goods and services, hours of operation, and customer treatment have been well received while expanded services through mobile PX and commissary trucks have met with varying degrees of success from one installation to another. Changes noticed in PX and commissary prices have generally been negatively received, reflecting the influence of continuing inflationary trends.

Actions concerned with laundry and cleaning service and laundromat facilities were generally ranked in the lower middle quarters, but varied widely between installations; Laundry and cleaning show a considerably higher percentage good response for the over-two years service group than for the under-two year group.

Personal Convenience and Services. While the overall impact of reception and in and out-processing actions is moderate to low, the reactions obtained at some of the installations indicates that the potential impact on attitudes and morale can be quite high, particularly for married personnel. Actions in this area having the more positive effects include one-stop processing centers, welcome centers and related activities such as welcoming committees, orientation programs, and sponsorship programs which reduce the disruptions associated with relocations. The general

level of dissatisfaction with conditions in this area indicates that continued and increased emphasis upon such actions is needed.

Expanded phone service, expanded and upgraded guest facilities, and facilities directory and information services programs impact differently at VOLAR installations depending on the prior existing conditions and priority of soldiers' needs at that post. Which reaction to such changes are generally favorable, the impact on retention is quite low.

Actions concerned with tax assistance, personal problem aid, and free legal aid are quite high in percent noticing the changes. Such actions generally have a relatively high impact on attitudes and a moderate impact on retention with free law aid being the more effective of these actions to date. At the same time, there appears to be a high level of satisfaction with the current facilities and services provided in certain of the personal services areas such as those concerned with religious services and a commensurate low level of impact of additional improvement actions. The one notable exception is in the pay and finance area where continued and increased emphasis is required. The general category of Personal Services is one of the few areas in which the Army can, and in most instances does, provide services superior, in terms of conveniences and

availability to the average person, to those offered by the civilian community. With continued emphasis, particularly through programs designed to increase awareness as to the availability of these services, it is anticipated that the impact of such actions may increase considerably.

Transportation. Improved transportation services was one of the more effective actions in the Army Life class, with generally favorable reaction but retention impact near the middle. The impact varied widely between posts. Fort Benning, for example, reported that improved on-post shuttle bus service had been extremely well received and daily utilization had quadrupled; charter bus service to Columbus and other recreation areas on weekends was also well received. At Fort Dix, 67% of the soldiers indicated that on-post bus service was an excellent idea and 25% indicated that it would encourage them to reenlist.

Entertainment and Recreation. Actions in the area of entertainment and recreation have been generally well received and have a relatively greater impact for the lower enlisted grades; however, following an initial enthusiastic reception, such actions have tended to show a decline in the degree of positive response accorded them. The impact on retention is quite low and in keeping with the relatively low importance rating attached to such actions by soldiers at a number of the installations. However, when tailored to meet particular needs

or perceived deficiencies, such actions have been favorably received and serve as visible evidence of the Army's concern for the overall well-being of the soldier.

The areas of post entertainment, service clubs, and recreation fell in or near the top quarter and the areas of post TV and personal vehicle repair facilities fall in the mid-range for personnel in percent noticing a change, with awareness considerably higher among the enlisted under-two years group than for the over-two group.

Overall, installation and SDC findings seem to indicate that the general availability of entertainment and recreation both on-post and in surrounding communities at most locations is such that this area is not one of primary concern to most personnel.

Dependent Programs. Actions in this area are primarily designed to augment actions taken in other areas such as family housing, health care, personal services and conveniences, which impact on the dependent population. Due to their ancillary nature and relatively low importance rating, the augmentation-type actions which included upgrading playgrounds, expanding access to post facilities, driver education programs, and community services have had a relatively low impact. However, localized

success is reported for actions which address specific deficiencies at particular installations.

With reference to areas of particular concern to married personnel, the results of three SDC surveys were practically identical: family separation and health care for dependents have the greatest influence on decisions to remain in or leave the Army for both officer and enlisted personnel. Wives feelings about family disruption, station location, health care, and pay and benefits also have a large impact on these decisions; those concerning personal services and conveniences, interpersonal relations, and leisure time activities have the least impact. Fort Hood provided an even more general observation reporting that the group of factors related to welfare of dependents was more responsible for low morale, discontent and failure to reenlist than any other category of factors. Fort Ord supports this view suggesting that career satisfaction is more closely related to family life satisfaction than any other factor.

Pay and Benefits. Actions in this area are among the most effective types of actions both in terms of impact on attitudes and on retention. Of the three major types of actions, pay increases have had a similar impact on all soldiers; reenlistment bonuses have had a relatively higher impact on the under-two years service group than on the over-two years service group;

and retirement benefits have had a higher impact on the over-two group. The response to this latter type of actions, however, showed a considerable increase in impact on the under-two group over the three survey periods.

Accession System

Actions designed to support recruiting efforts and to promote reenlistments were implemented at a number of the VOLAR-72 installations. Among such actions, programs emphasizing unit of choice enlistment and reenlistment have been well received and quite successful at the several installations which have stressed or emphasized these programs. A major factor in the success of such programs at the installation level is the involvement in, and feeling of responsibility for, such efforts on the part of the individual soldier. Limited use of cash incentives (contribution to unit funds) to promote such interest and involvement has had a very limited impact.

CHAPTER 5 CONCLUSIONS AND FUTURE DIRECTION

CONCLUSIONS

1. The MVA Program has, on the whole, gained widespread acceptance has met with a generally quite favorable response.

a. All installations but one indicated a favorable reaction, increasing over time.

b. Decreases in discipline and performance did not materialize.

c. Reservations were primarily those of:

1) A general lack of understanding of the overall program.

2) Disagreement on program priorities at specific posts.

3) Dissillusionment when promises exceeded results.

4) Skepticism concerning achievement of an all volunteer Army in the near future.

2. The VOLAR Program produced positive results, particularly among the under-two years enlisted groups,

a. Opinion of Army showed significant positive increase.

b. Reenlistment intent showed significant positive increase.

c. Attitudes were significantly higher at VOLAR posts.

3. Both the Career Intentions of Officers and the Reenlistment Intentions of enlisted men predict their respective Career and Reenlistment Actions well, although not perfectly, within a period of a year or less.

4. Posts involved the longest and most intensively showed the most favorable results.

5. Interpost differences indicated a high potential for continuing improvement.

a. Areas in which concerted efforts were made by the VOLAR posts generally showed more favorable results at these posts than at non-VOLAR posts.

b. Differences among the VOLAR posts in the response to particular types of actions (e.g., training, work conditions, barracks, food services, transportation services), indicated that many of these actions have a considerably higher potential than has been realized to date.

6. A tentative basis for selecting among future Army initiatives was established.

a. Certain types of actions (e.g., education, pay and benefits, health care) had a high positive impact on both attitudes and retention.

b. Others (e.g., civilian hire to return soldiers to soldiering) had

a high impact on attitudes and a more moderate impact on retention.

c. Still others (e.g., entertainment and recreation) had a high initial impact on attitudes but a low retention impact.

d. Actions in the Professionalism class were generally higher in retention impact than those in the Army Life class.

e. The impact of a given type of action may vary as a function of the demographic characteristics of the target population and the particular needs and conditions at a given installation.

f. Within action areas, some types of actions were more effective than others.

1) Actions judged most successful were those affecting the greatest number of men over an extended period of time and producing the most apparent and continuing effects on their day-to-day lives.

These actions generally addressed:

a) Those personal needs and aspects and conditions of Army life rated most important by soldiers.

b) Irritants and inequities perceived by men now in the Army.

c) Conditions that men say would influence them to remain in the Army.

2) The most successful action generally had these common characteristics:

- a) The action affected the performance of men and the organization.
- b) It focused on specific objectives, addressed a real, high priority need, and produced an observable effect.
- c) Action costs were in line with actual (and expected) results.
- d) Once implemented, it was supportable on a continuing basis or, if necessary, was able to be discontinued with a minimum of disruptive effects. It was politically feasible, both in the view of Congress and the military organization itself, to implement the action on a large scale basis, and had a positive effect on the Army's public image.

3) The overall set of actions provided a well balanced program, given the totality of objectives, resources, needs, conditions, and differences among target populations.

7. Continuing innovation, experimentation, and evaluation is strongly indicated.

a. The range of innovative actions were not fully evaluated during the current experimental period.

b. Current findings are more indicative than conclusive; a number of questions remain unanswered and a more focused evaluation is in order.

c. Accordingly, continuing evaluation is needed to ensure the continuing currency of findings and maximum effectiveness of the on-going MVA Program. In this regard, the experiences gained and capabilities developed at both the installation and DA staff levels provide a solid foundation for initiating such an on-going evaluation effort.

8. There is a major need for flexibility in actions emphasis and implementation to accommodate differences among installations in conditions, characteristics, and missions.

a. Differences among installations in existing conditions, characteristics of the post populations, and primary and secondary missions may preclude achievement of a uniform response to specific actions.

b. Accordingly, the program implemented at each post should be tailored to best accommodate the needs and constraints existing at that particular installation.

FUTURE DIRECTION

The continuing viability of the MVA Program and achievement of its objectives is dependent to a large degree upon continued and expeditious action at both the installation and DA levels. Toward that end, the following general recommendations based on a consideration of current findings are submitted. General recommendations presented in the individual installation reports are presented in Appendix K.

Actions

1. Continue future overall MVA program emphasis on actions that support professionalism.

a. Concentrate DA effort on these no or low cost improvements or policy-indicated changes:

- 1) More professionally demanding and satisfying work.
- 2) Increased correspondence between a soldier's aptitudes, capabilities and preferences, and his actual duty assignment or job.
- 3) More meaningful, realistic and challenging training.
- 4) More personal control over a soldier's life and more latitude in determining career direction.
- 5) Greatly reduced turbulence and full strength units.
- 6) More emphasis on human relations and motivational development.

b. Continue and, where necessary, place increasing emphasis on these areas requiring DA resource support:

1) Return soldiers to mission-related work or training by civilianizing, to the greatest extent possible, KP and roads and grounds maintenance.

2) Maintain and, where possible, improve Army self-development educational opportunities and programs.

3) Develop improved selection and development programs for Army officer and enlisted leaders.

2. Maintain a balanced MVA program encompassing most, if not all, of the current Army Life and Accession major categories of action.

a. Place increased emphasis rather than exclusion on actions (e.g., barracks housing) which to date have had relatively low overall impact due to limited resources and implementation lead-time requirements.

b. Consider the following promising actions in each category as proper candidates for emphasis and continuation.

1) Barracks Life: barracks upgrade; personal freedom and trust policies.

C 2) Family Housing: maintenance upgrade; major construction at selected locations.

3) Post Services: health treatment (but not necessarily facilities); retail facilities treatment; convenience and quality of food; family-oriented services.

4) Pay and Benefits: retirement benefits; travel opportunities.

5) Accession System: reenlistment bonuses, to include cash and extra leave.

Administrative

C 3. Insure Flexibility at Installation Level in Actions Selection, Implementation and Modification.

a. Encourage installation-specific innovations and experimentation within installation resources.

b. Allow responsibility for MVA program selection and approval to reside at installation command level, whenever possible, and restrict the role of DA and intermediate headquarters to that of assistance, general policy guidance and the interpretation of regulations or statutes.

Evaluation

4. Further Develop MVA Program Management and Evaluation Capabilities at Installation and DA Staff Levels.

a. Maintain or establish MVA program management/evaluation capabilities at each Army installation because of the need for flexibility in actions implementation and the tailoring of such actions to meet the needs and conditions present at each individual installation.

b. Continue DA level evaluation efforts to include synthesis of installation-level findings and the results of cost/benefits analyses to ensure the continuing currency of actions and findings in terms of their applicability throughout the Army.

c. Develop a comprehensive DA survey instrument to be administered to men enlisting, reenlisting or leaving the Army to ascertain the reasons for that decision.

d. Conduct these followup studies, in-house if possible, to further validate the expressed career intent of VOLAR survey respondents, as a step in developing a useful tool to determine future manpower needs of the Army.

1) Refine and enlarge the technique and derived regression equation developed by HumRRO to include the important demographic variables, and then cross-validate the HumRRO findings.

2) Relate reenlistment action with reenlistment intent expressed on the FY 71 HumRRO questionnaires, to establish the predictability of reenlistment actions one to two years prior to that action.

3) Relate reenlistment action with reenlistment intent expressed on the FY 72 MVA Evaluation Questionnaire to validate and update the cross-validated HumRRO results for actions taken within one year of their statement of intent.

5. Use Current Installation and Contract Evaluation Reports as Management Tools in Further Developing and Refining the On-going MVA Program.

a. Utilize the current set of reports (See Bibliography) as management tool in further developing and modifying the program and the associated sets of actions to insure the continuing attention of all areas addressed by the MVA program.

b. Develop a set of specific questions which are of paramount interest to the Congress, DOD, and DA; then develop a follow-on questionnaire which addresses these questions, incorporates the best features of the present survey instrument, and can be periodically administered by DA to designated follow-up and randomly selected personnel.

c. In future evaluation, place the bulk of the DA, major and intermediate command, and installation effort into in-depth analysis of data already available. Address in the future only selected questions to insure currency.

d. Confine future MVA evaluation to in-depth analysis of specific critical actions or programs.

1) Eliminate from future surveys, questions on areas previously identified as of little personal importance to soldiers, and those having only moderate or little impact on his attitude toward the Army or reenlistment plans.

2) For these less important actions, continue the analysis of data previously generated to determine:

- Which installations had particularly effective actions for follow-up in-depth study by appropriate Army staff sections.

- Which installations had areas which require higher headquarters assistance.

e. Provide specific DA guidance in future installation or major command level evaluations.

1) Suggest analyses techniques based on VOLAR experience.

2) Specify the level of detail required in areas of DA special interest.

TABLE 16
SUMMARY OF ATTITUDES TOWARD THE ARMY

FINDINGS	EXPLANATION OBJECTIVE	FINDINGS	
		CONCLUSIONS	RECOMMENDATIONS
a. Demographic characteristics	a. Collect information on background to use in analyzing attitudes and reactions to innovation	a-1. Survey samples differed considerably from one post to another	a. Personnel differences preclude post comparisons
b. General attitude	b. Determine impact of Army life on men of differing backgrounds at different locations	a-2. Observed differences within posts may obscure or account for real differences	b. The VOLAB program produced significantly more positive attitudes at VOLAB posts
c. Career interest	c-1. Measure changes over time	a-3. On partially comparable for these efforts, samples had to be partitioned into under-one and over-one service length groups	c-1a. The VOLAB program produced significant positive increases among the under-one year enlisted group
	c-2. Correlation with behavior	b-1. In terms of VOLAB/non-VOLAB comparisons, the attitudes of enlisted men in the VOLAB under-one group were significantly more positive	c-1b. Enlisted men at posts involved in VOLAB the longest (i.e., VOLAB-71 post) showed the most favorable results
		c-1a. Enlisted men at posts involved in VOLAB the longest (i.e., VOLAB-71 post) showed the most favorable results	c-2. Both the career intentions of officers and the reenlistment intentions of enlisted men predict their respective career and reenlistment action well, although not perfectly, within a period of a year or less
	c-3. Correlation with demographic data	c-2b. The enlisted men over-one group show slight upward trend; officer group trends are inconclusive	c-3. Differences in reenlistment intentions in FY/1 were not attributable to the particular post. Differences between posts disappeared when they were adjusted for the differences of the men assigned
d. Opinion of the Army	d. Measure changes over time	c-2b. Within the limits of very small adjusted time (OVR) officer samples, the rate of favorable action at each level of intention is the same for OVR officers and enlisted men	d. The VOLAB program produced significant positive increases in opinion of the Army among under-one year enlisted groups
		c-3. In FY/1, reenlistment intent was found to be significantly influenced by career intentions of those officers, however, the correlation was not significant for enlisted men. The correlation was the particular post a significant variable influencing reenlistment intention	e. The VOLAB program, on the whole, gained widespread acceptance and met with a generally favorable response
e. Opinion of VOLAB program	e. Determine attitude of men at VOLAB installations toward the VOLAB program	d-1. Changes showed a significant upward trend for both VOLAB and non-VOLAB enlisted men in the under-one year service group, with the VOLAB-72 group being higher than the non-VOLAB group and the VOLAB-71 group being even higher	
		d-2. For the over-one enlisted group, there was a slight decrease with no major differences among the three key post groupings	
		e-1. All installations but one indicated a favorable reaction, increasing over time	

SUMMARY OF GENERAL EFFECTS OF VOLAR ACTIONS

ACTION AREA		IMPACT ON ACTION AREA		OVERALL ACTION AREA		OVERALL IMPACT	
1. Remove obstacles to achieving							
a. Circulation		1a. Very high	1a. Moderate to high	1a. Very high	1a. Moderate to high	1a. Very high	1a. Moderate to high
b. Labor saving device		1b. Moderate	1b. Moderate	1b. Moderate	1b. Moderate	1b. Moderate	1b. Moderate
2. Training		2. Very low	2. Moderate	2. Low	2. Moderate	2. Low	2. Moderate
3. Educational development		3. Very high to moderate	3. Very high	3. Very high to high	3. Very high	3. Very high to high	3. Very high
4. Leadership		4. Moderate	4. High to low	4. High to low	4. High to moderate	4. High to low	4. High to moderate
5. Job and work conditions		5a. Low	5a. Very high to moderate	5a. Moderate	5a. Very high to moderate	5a. Moderate	5a. Very high to moderate
a. Job assignment		5b. Moderate to low	5b. High to moderate	5b. Moderate to low	5b. High to moderate	5b. Moderate to low	5b. High to moderate
b. Work conditions		5c. Moderate to low	5c. High to moderate	5c. Moderate to low	5c. High to moderate	5c. Moderate to low	5c. High to moderate
c. Sense of work		5d. High to moderate	5d. Moderate to low	5d. High to moderate	5d. Moderate to low	5d. High to moderate	5d. Moderate to low
6. Remuneration		6a. Moderate to very low	6a. Moderate to high	6a. Moderate to high	6a. Moderate to low	6a. Moderate to high	6a. Moderate to low
a. Paying		6b. Moderate to low	6b. Moderate to high	6b. Moderate to low	6b. Moderate to high	6b. Moderate to low	6b. Moderate to high
b. Post service		6c. Very high to low	6c. Moderate to low	6c. Moderate to low	6c. Moderate to low	6c. Moderate to low	6c. Moderate to low
c. Magnify and support		6d. High to low	6d. Moderate to very low	6d. High to low	6d. Moderate to very low	6d. High to low	6d. Moderate to very low
7. Family housing		7. Moderate	7. Moderate	7. Moderate	7. Moderate	7. Moderate	7. Moderate
8. Post service		8a. Very high	8a. High to moderate	8a. Very high to high	8a. High to moderate	8a. Very high to high	8a. High to moderate
a. Health care		8b. Very high to moderate	8b. Low to very low	8b. Moderate to very low	8b. Low to very low	8b. Moderate to very low	8b. Low to very low
b. Personal communication and service		8c. Moderate to very low	8c. Moderate to low	8c. Moderate to low	8c. Moderate to low	8c. Moderate to low	8c. Moderate to low
4. Transportation		8d. Moderate	8d. Moderate	8d. Moderate	8d. Moderate	8d. Moderate	8d. Moderate
a. Recruitment and retention		8e. High to moderate	8e. High to very low	8e. High to very low	8e. Moderate to very low	8e. High to very low	8e. Moderate to very low
5. Dependent program		8f. Very low	8f. Low	8f. Low	8f. Low	8f. Low	8f. Low
9. Pay and benefits		9. Moderate	9. Very high to high	9. Very high to high	9. Very high	9. Very high to high	9. Very high
10. Accrual system		10. Moderate to low	10. Moderate	10. Moderate	10. High to moderate	10. Moderate	10. High to moderate

In an effort to keep the above general effects of VOA's actions follows (Action area 3a, Job Assignments, reading and writing) of actions being taken to improve working jobs to soldier's performance and qualifications was low (top 10%) and little is being done on the installation in this area or inadequate publicity if given to action taken). For the purpose of this report, the impact of these observations on their overall action was moderate and lower qualifications.

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APPENDIX A

FUNDED VOLAR PROJECTS

FORT BENNING
FY 71 OMA FUNDED VOLAR PROJECTS

PROJECT #	PROJECT TITLE	FUNDING LEVEL
1	Establishment of a Welcoming & Central Processing Center	\$ 87,000
2	Contract for Civilian KPs in Unit Messes Post-Wide	1,222,300
3	Civilian Demil Labor Force	126,300
4	Hire Civilians and Purchase Equipment for Maintenance & Police of Roads and Grounds	244,100
5	Hire Civilians & Purchase Equipment for Collection of Refuse & Garbage	400
6	Hire Civilians and Purchase Necessary Equipment to Enhance the Preventive Maintenance Program	514,100
7	Partitions in Troop Barracks	177,400
8	Establish Reception Booth at Columbus Airport	1,600
9	Convert Existing Building into E1-E4 Night Club Type Facility	31,400
10	Extend Commissary Hours	63,300
11	Purchase Labor Saving Devices	33,300
12	Contract for Local Motel Facilities to Provide Guest House Accommodations	50,000
13	Extend Quartermaster Clothing Sales Store Hours	4,500
14	Improve Post Shuttle Bus Service	30,000
15	VOLAR Implementation, Control & Evaluation	82,100
16	Furniture for Soldier Barracks	221,800
17	Hire Civilians for Expanded Medical Services	258,600
18	Medical Equipment & Renovation	47,900
19	Infantry School Learning Center	35,200
20	Infantry School Programmed Instruction	13,400
21	Benning House Project	35,800
22	Special Services Activities	28,600
23	Hire CPO Clerks	41,700
24	College Tuition Assistance	18,200
25	USAIS Big Screen TV Receivers	9,100
26	Pilot ROTC Cadet Program	9,300
27	Phase III ACCS Simulators	37,500
29	Carbonated Beverage Machine Installation	9,400
30	Service Club Dances	1,800
31	Hire Legal Assistance Clerk	3,000
32	Hire Army Community Services Clerk	2,400
33	Hire Public Information Office Clerk	3,200
34	Student Affairs Office	2,900
35	Construct a New Parking Lot Adjacent to Infantry Hall	22,400
36	Expand Dependent Dental Care	82,500
37	Directional Signs for Incoming Students	2,400
38	Renovate Troop Medical Clinics	104,800
39	VOLAR Photo Support	7,000
41	Dining Hall Floor Repair	18,000
42	Interior Painting	19,200
43	Purchase Addressograph Imprinter	2,900
44	Purchase Recording Equipment for USAIS	53,500
45	Purchase Special Service Camper-Trailers	8,100
46	Rehabilitate Recreation Area - Post Marina	13,600
47	Purchase curtains for Classrooms	29,800
48	Upgrade Television Production Engineering Equipment	407,600
49	Refurbish Hospital Clinic Waiting Rooms	35,900
51	Kitchenette Units in Nurses' Quarter	20,200
53	Enlightened Leadership Packages	4,800
54	Renovation of Mod Shop	1,300
55	Hire Personnel Required to Provide a Base for VOLAR Implementation Requirements	528,100
56	Renovate EM Club at Florida Ranger Camp	2,200
57	Establish Coffee Houses	7,600
58	Extend Custodial Service in Admin Building	34,200
60	Security Lighting	14,300
62	Update Hospital Passenger Elevators	146,500
63	Renovate Commissary Lounge	11,900
64	Experimental Volunteer Army Training Program	9,700
65	Provide Improved Post-Wide Speed Reading Program	17,512
66	Improve Lounge Areas in Dayrooms	607
TOTAL		\$ 5,000,000

FY 71 FHMA FUNDED VOLAR PROJECTS

1F	Hire Civilians and Purchase Equipment for Collection of Refuse & Garbage	32,500
2F	Hire Civilians & Purchase Equipment to Enhance the Preventive Maintenance Program for Family Quarters	171,800
3F	Free Quarters Cleaning	44,100
4F	Hire Personnel Required to Provide a Base for VOLAR Implementation Requirements	13,000
TOTAL		259,000

**FORT BRAGG
FY 71 OMA FUNDED VOLAR PROJECTS**

<u>PROJECT #</u>	<u>PROJECT TITLE</u>	<u>FUNDING LEVEL</u>
1	Police Roads and Grounds	\$ 338,900
2	Barracks Furniture	803,900
3	Preventive Maintenance	412,200
5	Refuse Collection	167,300
6	Civilian KP	259,600
7	Recreation Facility	219,000
8	Playhouse Renovation	54,700
9	Post Bus Signs	4,000
A2	Renovate Interior of Four Entertainment Centers	7,100
A3	Hire Seamstresses	5,300
A4	Expand On-Post Bus Service	31,300
A6	Covered Bus Stops Post Wide	13,400
A7	Re-roof Mess Halls	16,100
A8	Paint Barracks Latrines	30,100
A9	Repair Plaster and Paint Barracks and Mess Halls	28,600
A10	Repair Theater	20,100
AA1	Wornack Army Hospital Elevators	187,500
AA2	Replace Stadium Lights	25,600
AA3	Repair Company Streets in RTC Area	200,000
AA4	Paint Interior of Main Post BOQs	21,600
AA6	Replace Mess Hall Floors	21,600
AA7	Administration and Evaluation	13,100
TOTAL		\$ 3,000,000

**FORT CARSON
FY 71 OMA FUNDED VOLAR PROJECTS**

PROJECT #	PROJECT TITLE	FUNDING LEVEL
5-71	Equipment for Combination Basketball and Volleyball Courts	\$ 7,400
31-71	Support for Inscape Coffee House	2,300
52-71	Tuition Assistance	66,700
53-71	Athletic and Recreational Equipment	248,300
54-71	Employment of Special Services Personnel	16,600
55-71	Contract Support for Chaplain	7,300
56-71	Temporary Barracks Partitions	267,400
57-71	Barracks Furniture	1,438,500
59-71	Civilian KPs in Selected Messes	140,700
61-71	Maid Service in Bachelor Quarters	14,400
64-71	Improve Medical Service	486,500
65-71	Contract Space for Guest House	20,000
72-71	Extra Books and Covers	64,300
75-71	Transportation of Off-Post Dependents	7,200
77-71	Support of Drug Center	8,000
84-71a	Support of Reenlistment Program	14,000
97-71	Chaplain Professionalism Training	3,800
98-71	Purchase Equipment for Chapel	30,400
99-71	Employ Religious Education Directors	2,300
100-71	Rehabilitate Reenlistment Building	17,600
101-71	Off-Post Religious Retreats	4,000
102-71	Furnishings for Community Service Center	15,100
103-71	Purchase Two Universal Gym Sets	4,600
104-71	TDY for VOLAR Admin Travel	7,400
105-71	Custodial Service for Admin Space	46,700
107-71	Turkey Creek Recreation Area Water Development	9,600
108-71	Refuse Disposal	87,500
109-71	Labor Saving Devices	252,900
111-71	Purchase Ice Cream Machine	75,800
112-71	Maintenance of Training Facilities	22,300
114-71	Referred RIU Maintenance	856,300
115-71	Convenience Telephones in Troop Barracks	18,100
116-71	Purchase Unit Esprit Items	65,000
117-71	Day Rooms Furniture	201,400
118-71	Junior High School Bus Service	1,600
120-71	Renovate Electric Distribution System	50,000
121-71	Provide Airport Transportation for Military Personnel	36,900
122-71	Improve Information Officer Capability	31,300
125-71	Improve Food Service Operations	104,500
128-71	Community Facilities and Recreations Areas	90,500
129-71	Improve Medical Facilities	93,000
130-71	Widen Traffic Intersections	2,000
131-71	Purchase Equipment of Enlisted Men's Clubs	16,500
133-71	Equipment for New Coffee House	17,300
134-71	Improvement of Military Police Capability	8,600
137-71	Improve Library Service	9,300
138-71	Racial Harmony Program	8,200
TOTAL		\$ 5,000,000

FY 71 FHMA FUNDED VOLAR PROJECTS

58-71	Lease Family Housing Units	\$ 90,200
60-71	Free Quarters Cleaning	18,200
TOTAL		\$ 108,400

**FORT ORD
FY 71 OMA FUNDED VOLAR PROJECTS**

<u>PROJECT #</u>	<u>PROJECT TITLE</u>	<u>FUNDING LEVEL</u>
1	Educational TV	\$ 41,000
2	Training Areas	46,900
4	Training Aids	55,100
5	Individual Training Equipment	340,600
6	Education Assistance	115,600
7	Athletic Equipment	18,200
8	Barracks Alteration	926,500
10	Barracks Furniture	1,339,400
11	Contract for Civilian Bakery Products	194,800
12.	Dayroom/Lounge Facilities	247,900
13	Washer/Dryer Installation	3,500
14	Restore Facilities Engineer Manpower	250,200
15	Medical Care Support	3,9,000
17	Library Books and Equipment	46,500
18	Special Services Facilities (Expand Hours)	10,300
19	Special Services Equipment	117,200
20	Auto Craft Shops	17,300
21	Intra-post Bus Contract	33,500
22	Labor Saving Equipment	17,600
23	Civilianize Commissary	45,400
24	Civilianize Bag Boys in Commissary	93,100
26	Drug Abuse Center	8,800
27	Evaluation	30,700
	Civilian KPs	194,800
	Civilian Supply Support	2,200
	Civilian Admin Support	18,700
	Carpets-Clothing Issue	1,500
	Support to Mechanized Training	26,800
	Information Orientation	46,700
	Pictures for Home-Town Papers	500
	Kitchen Equipment	168,700
	Civilian for Bakery Contract	2,000
	Laundry Equipment Supplies	3,500
	Civilian for Bus Contract	163,400
	Refinish Gym Floor	5,300
	Rehabilitate Sport Fields	44,600
	Rehabilitate ACS Building	11,000
	Rehabilitate Mess Hall	144,000
	Rehabilitate Classroom Building	31,000
	Rehabilitate Building 1046, Project Transition	500
	Rehabilitate Educational TV Section	12,700
	Outlets for Beer Machines	200
	TOTAL	\$ 3,000,000

U. S. ARMY, EUROPE
FY 71 OMA FUNDED VOLAR PROJECTS

<u>PROJECT TITLE</u>	<u>FUNDING LEVEL</u>
Civilianisation of KP	\$ 1,514,300
Barracks Furniture	324,400
VOLAR Test (Barracks, Mess, Heat & Hot Water Distribution Improvements and Engineer Supplies - Kitzingen & Gelnhausen)	1,828,700
Facilities Rehabilitation	3,407,000
TOTAL	\$ 7,074,400*

*Additional funds above VOLAR-71 allocation of \$7 million were made available from the FY 71 USAREUR Command Operating Budget.

FORT BENNING
FY 72 OMA FUNDED VOLAR PROJECTS

<u>PROJECT #</u>	<u>PROJECT TITLE</u>	<u>FUNDING LEVEL</u>
1	Operation of a Welcome and Central Processing Center	\$ 117,000
2	Contract for Civilian KPs in Unit Messes Post-Wide	2,575,500
3	Civilian Detail Labor Force	368,500
4	Pay Civilians, Purchase and Maintain Equipment for Maintenance and Police of Roads and Grounds	473,700
6	Pay Civilians, Purchase and Maintain Necessary Equipment to Enhance the Preventive Maintenance Program	1,164,700
7	Provide POV Allowance for Personnel Operating a Small Reception Booth at Columbus Airport	1,000
8	Civilian Pay for Expanded Commissary Hours	143,500
10	Civilian Pay for Expanded Operating Hours of the QM Clothing Sales Store	8,300
11	Maintain Improved Post Shuttle Bus Service	86,800
12	Implementation, Control and Evaluation Costs of Project VOLAR	88,000
13	Pay for MEDDAC Civilian Employees	937,500
14	Provide a Learning Center for Private Study by Individuals	32,000
15	Expand Use of Programmed Instruction at USAIS	33,100
17	Pay Civilian Janitors for Special Service Activities	11,000
18	Provide College Tuition Assistance for Officers and NCOs	30,000
19	Provide Funds for ROTC Cadet Visit Program	39,100
20	Civilian Pay for Augmentation of Staff of Army Emergency Relief Section	7,800
21	Conduct USAIS Liaison Visits to Other Installations in Connection with Project VOLAR	14,000
22	Pay of one Civilian Employee in the Student Affairs Office USAIS	6,800
23	Hire Personnel Required to Provide a Base for VOLAR Implementation Requirements	1,025,600
24	Expand Dependent Dental Care	58,000
25	Pay of one Civilian Employee in the Public Information Office	6,000
32	Continue Maintenance of Furniture for Soldiers' Barracks	50,900
33	Continue Employment of CPO Clerks	51,800
35	Provide Photographic Support for Project VOLAR	10,900
37	Purchase Supplies to Maintain Phase III ACS Simulator	5,000
45	Augment Custodial Services in Admin Buildings	150,000
53	Increase Support for ACS Welcome Wagon	2,100
TOTAL		\$ 7,500,000

FY 72 FHMA FUNDED VOLAR PROJECTS

1F	Refuse Collection and Disposal, Maintenance of Real Property Facilities and Free Quarters Cleaning	\$ 628,000
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FORT BRAGG
FY 73 OMA FUNDED VOLAR PROJECTS

<u>PROJECT #</u>	<u>PROJECT TITLE</u>	<u>FUNDED LEVEL</u>
1	Continue Civilian Hire for Roads and Grounds Maintenance	\$ 842,000
2	Continue Post-Wide PM Program	1,230,300
3	Continue Refuse Collection	166,000
4	Continue Sewing Service	37,500
6	Purchase and Maintain Recreational Equipment and Establish Issue Facility	132,400
7	Continue Civilian KP Service	2,045,000
8	Expand VOLAR Bus Service Contract	185,000
9	Buy Barracks Furniture	93,000
10	Maintain Barracks Furniture	60,000
12	Establish Hi-Neighbor Program	10,300
14	Purchase Recording Tape and Film	2,000
16	Furnish Chapel Activities Rooms	4,000
17	Purchase Visual Aids-Religious Education	1,000
18	Maintain Dayroom and Club Furniture	48,000
19	Refurbish Transportation Building	87,600
20	Establish Hospital Central Appointment System	27,500
22	Expand Troop Dispensary to Care for Dependents	7,600
23	Renovate Troop Medical Clinic	75,900
29	Renovate Dental Clinics	127,600
30	Improve Drug Abuse Program	30,000
1A	Initiate Civilian Ammunition Dump Guard Service	57,900
2A	Provide for Proficiency Awards Program to Develop Teamwork at Small Unit Level	5,000
3A	Establish Fund for VOLAR Administration	46,700
5A	Establish "Inscape" (Coffee House)	10,000
	Post Harmony in Music Program	3,400
6A	Hire Civilian Augmentation for IO	3,700
7A	Begin Religious Retreat Program (Duty Day with God)	7,100
8A	Air Condition Dining Rooms	46,100
11A	Rehabilitate Temporary Barracks with Limited Partitions	58,000
12A	Purchase Steam Cleaning Equipment	7,200
13A	Establish One Stop Personal Service Center	30,000
14A	Publish Newsletter and Dependent Bulletin	15,000
17A	Purchase Color TV Sets for Hospital Wards	39,400
18A	Purchase Radio Dispatch System for Hospital Ambulances	8,500
3AA	Purchase Dayroom Furniture for NCO Academy	4,000
TOTAL		\$ 5,645,000

**FORT CAMPBELL
FY 72 OMA FUNDED VOLAR PROJECTS**

<u>PROJECT #</u>	<u>PROJECT TITLE</u>	<u>FUNDED LEVEL</u>
1	Establish In-Out Processing and Welcome Facility	\$ 42,400
2	Hire Civilian KP	626,700
3	Improve Special Services Activities	45,400
4	Renovate Troop Medical Clinics	80,000
5	Hire Civilian Labor Force	498,100
6	Install Short-Order Mess Lines in 46 Mess Halls	43,600
7	Police of Roads and Grounds (Contract)	282,000
8	Renovate Dental Clinics	31,000
9	Renovate Hospital Clinics and Emergency Rooms	74,000
10	Renovate Reception Station Mess Halls	10,000
11	Purchase Furniture for Soldiers' Barracks	75,000
12	Hire Civilians for Refuse Collection	30,200
13	Hire Civilians to Enhance Preventive Maintenance Program	249,400
14	Paving and Lighting of Sidewalks	15,200
15	Hire Education Counselors for the Post Education Center	15,000
	TOTAL	\$ 2,118,000

FORT CARSON
FY 72 OMA FUNDED VOLAR PROJECTS

<u>PROJECT #</u>	<u>PROJECT TITLE</u>	<u>FUNDING LEVEL</u>
31-71	Coffee House Support	\$ 9,400
54-71	Employment of Ten Special Service personnel	65,500
57-71	Purchase Barracks Furniture	95,600
61-71	Provide Maid Service in Bachelor Quarters	34,500
64-71	Improve Medical Service	429,300
75-71	Transportation of Off-Post Dependents	21,700
78-71	Hire ACS Social Worker	9,600
84-71	Support of Reenlistment Program	2,500
97-71	Chaplain Professional Training	11,800
99-71	Employ Religious Education Directors	19,400
101-71	Conduct Off-Post Religious Retreats	7,000
104-71	VOLAR Administration and Travel	27,600
109-71	Purchase Labor Saving Devices	62,800
114-71	Deferred R&U Maintenance	964,100
115-71	Install Class A4 Convenience Telephones in Troop Barracks	29,000
116-71	Purchase Unit Esprit Items	131,400
121-71	Provide Transportation to and from Airport	110,700
122-71	Improve Information Program	35,900
131-71	Purchase Equipment for EM Clubs	10,000
138-71	Establish Racial Harmony Program	5,400
1-72	Expand Budget Counseling Service	5,700
2-72	Purchase Sound Modules for Music House	25,200
3-72	Modernize Self-Service Supply center	32,700
4-72	Improve Transportation Services	50,900
5-72	Civilian Hire to Replace Detail Soldiers	173,300
6-72	Contract Civilianization of KPs	1,437,600
7-72	Establish Learning Laboratory	44,500
8-72	Expand Use of Milk Shake Machines	3,200
10-72	Civilian Recruitment Support	5,400
11-72	Improve Installation Security/Release Soldier from Guard	20,000
12-72	Improve MP Professionalism and Public Image	13,000
13-72	Improve Dining Facility Decoration and Equipment	164,300
14-72	Playground Improvement	7,900
16-72	Purchase Equipment for Craft Shops	3,000
17-72	Establish Fine Arts and Special Events Program	107,100
18-72	Establish Bookmobile Service	21,900
19-72	Rehabilitate Post Nursery	33,500
20-72	Redecorate Chapels-in-the-Round	6,400
21-72	Purchase Road and Gun Club Equipment	20,700
22-72	Construct Illuminated Map and Information Board	6,000
24-72	Support Morale and Welfare Activity	133,400
27-72	Publish Fort Carson Magazine	12,100
28-72	Expand Commissary Hours	131,000
29-72	Improve Billeting Facilities	78,900
30-72	Establish a Visitor Center/Museum	38,200
51-72	Renovate Rod and Gun Club	7,200
TOTAL		\$ 4,705,000

FY 72 FHMA FUNDED VOLAR PROJECTS

67-71	Free Quarters Cleaning	\$ 140,000
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FORT DIX
FY 72 OMA VOLAR PROJECTS

<u>PROJECT #</u>	<u>PROJECT TITLE</u>	<u>FUNDING LEVEL*</u>
1	Replace the Heating and Plumbing System in 27 235-Man Barracks	\$ 1,466,200
2	Establish Preventive Maintenance Force	244,600
3	Establish Centralised Welcome Processing Center	115,500
4	Hire Personnel to Provide Extra Hour Medical and Dental Service	158,500
5	Establish Civilian Police and Labor Force	286,000
6	Contract for Civilian KP in Permanent Party Messes	417,200
7	Replace Damaged Doors on 43 Permanent 326-Man Barracks	67,000
8	Repair 27 Warming Huts on Ranges and in Training Areas	107,000
10	Implementation, Control, Administrative and Evaluation Cost	10,000
11	Purchase Equipment for Craft Shop and Special Services Activities	15,000
12	Construct Mess Feeding Shelters in Range Areas	10,000
13	Replace Wardrobes in Permanent 326-Man Barracks	20,000
	TOTAL	\$ 2,917,000

*as of 31 December 1971.

FORT HOOD
FY 72 OMA FUNDED VOLAR PROJECTS

<u>PROJECT #</u>	<u>PROJECT TITLE</u>	<u>FUNDING LEVEL</u>
1	Purchase Furniture in Barracks for Enlisted Personnel	\$ 575,400
2	Rehabilitate Permanent Barracks	1,356,000
3	Construct Additional Bathrooms in BEQ Buildings	35,300
4	Expand TVs to All Temporary Dayrooms, BEQs, Service Clubs, All Cubicled Rooms in Permanent Barracks, Hire Civilian Antenna Systems Repairman	406,100
5	Improve Army Food Program	274,100
6	Replace and Upgrade Equipment in Medical/Dental Clinics and Extend Hours of Operation of Inpatient/Outpatient Facilities	1,176,700
7	Provide Improved Laundry Service	355,700
8	Provide Civilians to Replace Troops in the Police of Common Use Areas	144,000
8A	Contract KPs for Officers' Field Ration Mess	22,100
8B	Provide Contractual Custodial Service and Hire Six Contract Inspectors	137,500
9	Construct Latrines for Special Services Welding and Motor Craft Shops	16,000
10	Provide Additional Audio-Visual Equipment for Recruiting Teams	12,000
12	Provide Adequate Facility to Repair Dayrooms Radios and TVs	63,500
13	Improve Switchboard and Information Service	24,000
14	Improve Educational, Professional, Vocational Training for the Officer and Enlisted Man	69,500
15	Provide Adequate Recreation Facilities for Troops and their Dependents	213,000
16	Develop Night Club Type Facility for EM, E-1 - E-4	17,200
17	Improvement of Chapels	42,000
18	Improve Sports Program	81,500
19	Improve Service Club Program	77,800
20	Improve Arts and Crafts Program	61,000
21	Provide Sail Boat Activity at Belton Lake	28,000
21A	Improvements at Belton Lake	105,400
21B	Administration of VOLAR Projects	73,500
22	Purchase Books, Recordings and Films for Library	52,200
25	Extend Drug Abuse Program	38,000
26	Post Level Entertainment	15,000
40	Improve Transportation Support	21,800
49	Provide Love Field Military Assistance Team	21,000
50	Provide Troop Labor Saving Devices	15,000
51	Barracks Partitioning	84,000
	TOTAL	\$ 5,645,000

**FORT JACKSON
FY 72 OMA FUNDED VOLAR PROJECTS**

<u>PROJECT #</u>	<u>PROJECT TITLE</u>	<u>FUNDING LEVEL</u>
1	Upgrade Classrooms	\$ 50,000
2	China and Related Item in Mess Halls	60,000
3	Complete Conversion to 36" Beds	286,100
5	Improve Dayroom Furnishings	260,000
8	Construct Two Weapons Cleaning Areas	11,700
9	Covered Shipping Area, Overseas Replacement Station	9,000
10	Establish Evening Clinic	28,000
11	Civilian KP Contract Service	523,000
13	Float TV Sets for Temporary Use	13,800
14	Improve Army Community Service Activities	12,600
15	Improve Special Service Activities	250,000
17	Lease Off-Post Guest House Facilities	159,700
18	Improve Clothing Issue Facilities	11,400
19	Construction, Maintenance and Repair in Unit Areas and Classrooms	299,500
20	Construct and Maintenance Range Facility	170,000
22	Improve Financial Service	103,100
23	Improve Personnel Services	11,200
26	Street Lighting	21,900
27	Purchase and Maintenance Labor Saving Equipment	66,000
28	Hire Household Goods Inspectors	18,900
29	Class B Telephones for NCOs in Permanent Barracks	15,900
30	EM Supper Club	70,700
31	Hire Telephone Operators	12,000
35	Install Latrine, Hilton Field	23,000
36	MVA Control Group	46,000
3	Upgrade Present Service Club Facilities	54,000
42	Enhance Preventive Maintenance Program Post-Wide	197,800
51	Improve GED Program	46,000
55	Upgrade IO to Support VOLAR	7,100
57	Establish a Patient's Affairs Office	35,000
67	Purchase Barracks Furniture for E-5 and Above	202,300
	TOTAL	\$ 2,917,000

FORT KNOX
FY 72 OMA VOLAR FUNDED PROJECTS

<u>PROJECT #</u>	<u>PROJECT TITLE</u>	<u>FUNDING LEVEL</u>
1 & 2	Furnish Increased Medical and Dental Care	\$ 190,000
3,4,5,8	Rehabilitate EM Barracks, Cadre Rooms, Troop Barracks and Mess Halls	1,142,900
6,31,32	Hire Special Service Personnel (lifeguards) and Improvements	79,600
7,9,14	Hire Civilian Detail, Grass Mower and Boiler Fireman Personnel	847,400
10,11	Contract Custodial Service to Include BOQ/BEH	775,100
12	Repairs to Mount Eden Base Camp	26,000
13	Expand GED Program	4,900
15	Renovate Swimming Pools	87,900
16	Install Outdoor Lighting	24,000
17,18	Repairs to Temporary Dayrooms and Rehabilitated Barracks	380,900
19	KP Service School Brigade	250,000
20	Provide Study Area for AOAC Students by Improving Physical Facilities of the USAARMS Library and Increase Hours of Operation	7,200
21,22	Provide Study Area for NCO and Enlisted Students by Renovating Classroom and Hiring 1 Civilian Library Clerk	36,400
23	Purchase Classroom Equipment	15,800
24,25	Contract Bus Service	60,200
26	Purchase Equipment for Short Order Serving Lines	73,200
27	Improve Household Goods Customer Waiting Area	2,000
28	Renovation of Armor School Buildings	136,900
29	Replace Ceilings in Latrines and Mess Halls	174,100
30	Renovate Clothing Issue Facility	18,900
39	Purchase Authorized Dayroom Furniture	247,300
42	Additional Parking, Ireland Army Hospital	25,000
1-III	Replace Hot Water Heaters	21,000
2,3,-III	Replace Floor Coverings	85,500
4-III	Replace Wiring and Lights in Theater Buildings	18,500
5-III	Replace Oxychloride Floors	20,000
11-III	Provide New Lighting and Sound Equipment for Gaffer Hall	9,400
10-IV	Air Condition Medical Processing Building	25,000
11-IV	Air Condition Separation and Transfer Building	11,500
46	Purchase Transportable Facilities for Chaplains	83,800
48	Purchase Mobile Public Health Clinic	25,000
49	Improve Troop Medical Clinic	30,000
50	Provide Furniture for EM Barracks (E5-E9)	230,000
4-IV	Paint Interior of Buildings	10,000
6-IV	Replace Interior Door on Miscellaneous Permanent Barracks	10,000
TOTAL		\$ 5,175,000

FORT LEWIS
FY 72 OMA FUNDED VOLAR PROJECTS

<u>PROJECT #</u>	<u>PROJECT TITLE</u>	<u>FUNDED LEVEL</u>
138-71	Improve Central Processing Facilities	\$ 92,800
7-71	Dayroom Improvements	343,500
93-71	Establish Additional Shuttle Bus Service	90,000
MGH-1	Hire Additional Civilian Personnel	617,600
MGH-2	Purchase Furniture, Furnishings and Equipment	90,000
MGH-3	Purchase Barracks Furniture	39,500
143-71	Improve Troop Clinics	147,300
139-71	Upgrade Training Facilities	103,300
141-71	Repair Latrines in Temporary Buildings	512,800
169-71	Reduce Troop Detail Requirements (combines 144-71, Grounds Maintenance; 145-71, Janitorial Service; 147-71, Roadside Police; 5-71, Troop Labor)	721,100
60-71	Mess Hall Improvements	315,900
14-71	Increased Education Center Operating Hours	19,900
142-71	Upgrade Audio Visual Equipment	76,200
85-71	Establish Drug and Alcohol Center	102,500
12-71	Increase Athletic Competition	26,000
154-71	Establish Camping Facilities	25,100
148-71	Rehabilitate Service Clubs	115,500
149-71	Improve Staff Judge Advocate Facilities	40,200
151-71	Repair and Service Lighting Circuits	363,600
22-72	VOLAR Evaluation Program	29,500
21-72	Improve Secure Parking Facility	9,600
27-72	Improve Recreation Facilities	135,600
MGH-14	Improve Hospital Parking	39,000
175-71	Hire Civilians to Replace Guards	22,900
33-72	9th Division Unit of Choice	52,200
28-72	Purchase Barracks Furniture	105,900
TOTAL		\$4,234,000

FORT ORD
FY 72 OMA FUNDED VOLAR PROJECTS

<u>PROJECT #</u>	<u>PROJECT TITLE</u>	<u>FUNDING LEVEL</u>
1	Hire Civilian KPs for 14th Engineer Bn	\$ 120,600
2	Hire Civilian Supply Support	42,000
3	Maintenance Support for Mechanized Training	78,000
5	Personnel Salaries - Special Services	60,000
6	Support Drug Abuse Prevention and Control	5,000
7	GED Assistance	190,000
	Education Center Operations	(119,800)
	Rehabilitate Education Facilities	(45,200)
	Modify Education Facilities	(25,000)
8	Hire GED Civilian Personnel	93,500
9	Hire Civilians for Commissary Issue and Ration Breakdown	132,800
12	Provide Post Transportation Service	272,500
14	Modify Troop Facilities	1,751,000
15	Restore DFAE Manpower	850,500
16	Hire CPO Personnel	24,800
17	Evaluation of Project VOLAR Actions	10,000
18	Hire Civilian Employee F&AO	7,000
18a	Construct Multi-Purpose Outdoor Basketball Courts	27,000
18b	Construct Outdoor Tennis Courts	22,000
18c	Renovate Stockade Annex for PCF	35,000
18d	Rehabilitate Miscellaneous Buildings	84,600
19	Hire Additional Civilian Personnel ETV	31,500
*20	Hire Civilian KPs for 1st Bde	75,500
*21	Hire Civilian KPs for 3rd Bde	42,700
22	Evaluation of Project VOLAR Training Actions	23,000
23	Hire Medical Personnel	720,000
	TOTAL	\$ 4,705,000

* Project deleted by Fort Ord subsequent to expenditure of amount indicated.

**FORT POLK
FY 72 OMA VOLAR FUNDED PROJECTS**

PROJECT #	PROJECT TITLE	FUNDING LEVEL
1	Provide Post Information Centers	\$ 59,000
2A	Install Subscriber TV Cable Service	68,600
2B	Procurement of TV Sets	48,300
3A	Rehabilitate Permanent Party Barracks	272,500
3B	Upgrade Trainee Company Dayrooms	200,000
3C	Provide Cadre Lounges	125,000
3E	Rehabilitate Permanent Party BEQs	172,000
3F	Procure Self-Help Materials	99,900
4A	Construct Close-In Athletic Facilities and Procure Equipment	153,200
5A	Upgrade Mess Hall Interiors	219,900
5C(5)	Civilian KPs for Committee Mess	52,000
5D	Purchase Outdoor Picnic Tables	29,900
6A	Establish and Man Finance Liaison System	10,500
6B	Establish and Man Out-Processing Pay Service	40,000
7A	Install Water Coolers and Hand Wash Facilities	19,800
8A	Improve Shuttle Bus Service	94,100
8B	Provide Additional Sheltered Bus Stops	24,200
9A	Install Leased Telephone Circuits	1,900
9B	Install Additional Telephone Lines	100,000
9C	Expand Public Telephone Service	5,500
10A	Extend Hours of Operation for Specialty Clinics	72,900
10B	Provide Pathology, Radiology and Pharmacy Service	78,000
10C	Provide for Staffing of Separate Pediatric Ward	11,500
10D	Purchase Ten Food Service Carts	25,000
10E	Renovate Clinic Waiting Rooms	140,000
10G	Purchase Laboratory Equipment	2,500
10F	Rental of Automated Tablet Dispenser	4,500
11A	Renovate Temporary Quarters	92,000
11B	Operate Mobile Clothing Sales Store	15,500
11C	Extend Commissary Service to North Fort	49,400
11D	Provide Free Storage Facility	5,700
11F	Selective Upgrading of BEQs	235,900
11I	Provide Lounge Area for Commissary	5,600
12A	Hire Civilians for Special Services	63,000
13A	Upgrade North Fort AIT Processing Center	15,000
13B	Upgrade Cadre In-Out Processing Center	16,300
14B	Hire Civilian Custodial Force to Police Entrance Roads	56,000
15	Hire Drivers for Laundry Delivery and Pick-Up Service	32,000
16	VOLAR Administration	20,000
17	Purchase Street Vacuum	10,000
18	Purchase 601 Sets of Furniture for Permanent Party	60,000
19	Improve Toledo Bend Recreation Area	40,000
20	Expand ACS Lending Closet	9,800
21	Rehabilitate Human Relations Center	14,000
TOTAL		\$ 2,870,000

**FORT RILEY
FY 72 OMA VOLAR FUNDED PROJECTS**

<u>PROJECT #</u>	<u>PROJECT TITLE</u>	<u>FUNDING LEVEL</u>
1	Furnish Portable Room Dividers and Beautify Troop Bilets, Dayrooms and Dining Rooms	\$ 297,000
2	Maintenance and Repair of Troop Facilities	339,300
3	Purchase Medical and Dental Equipment for Hospital, Dental Clinics and Troop Clinics	150,000
4	Provide Company Intercom System (with music)	62,200
5	Provide One Vacuum Cleaner Per Company Size Unit	20,400
6	Provide On-Post Army Bus System During Non-Duty Hours	41,300
7	Maintenance of NAF Air Conditioners in Dayrooms	16,100
8	Install "Free" Telephones for Troop Bilets	72,400
9	Provide More Quality Troop Entertainment	11,000
10	Increase Military Taxi Service on Post	30,000
11	Construct Bus and Taxi Stand Across from Main Post PX	1,100
12	Extension of Laboratory and X-Ray Support in Troop Clinics	25,300
15	Refuse Contract	112,700
16	DFAE Custodian Contract for Community Facilities	107,900
17	Provide Furniture for Drug Abuse Program	6,500
18	More Self-Help Items	53,900
19	Improve In/Out Processing and Recruiting Service	99,500
20	Increase Chinaware in all Dining Facilities	52,800
21	Purchase Large Screen TV - Service Clubs	65,000
22	Provide Furniture for Troop Bilets	195,100
27	Local Program Origination (ETV)	268,500
28	Improve Special Services Program	260,300
29	Expand Education Program	15,300
30	Expand Civilian Personnel Office	16,600
31	Additional Utilities to Support MVA Projects	85,600
32	Establish Mobile TV Repair Team for Dayrooms	22,000
33	Establish Mobile Equipment Repair Team for Dayrooms	21,000
34	Additional Improvements of Outpatient Clinic Services	149,700
35	Equip an Emergency/Rescue Squad Type Vehicle	5,700
36	Improve Outpatient Clinic Service	221,000
37	Extension of the Dental Facilities	19,800
41	ACS Instructional Equipment	900
44	Provide Reading Laboratory Kit for Education Center	700
45	Purchase Reproduction Equipment - Education Center	2,200
46	Improve Chapel Facilities and Equipment	33,000
47	Improve Engineer Capabilities to Maintain Facilities and Reduce SD	324,300
48	Purchase Street Sweepers, Leaf Rakers, and Street Flushers	58,500
52	Upgrade and Expand TV Service (Color and Number of Channels)	40,000
53	Provide Color TV Sets for Units and Hospitals Contract Civilian KPs	104,200
59	Contract Civilian KPs	371,000
60	Hire Civilian for Road Police	16,600
62	Unit of Choice Advertisement (Revolutionary War uniforms)	1,300
63	Install Safety Poster Billboards	2,900
64	Publicity Program for MVA/VOLAR	5,000
65	Purchase Snow Plow/Grass Cutter per Battalion	22,300
68	Install Sauna Baths	13,600
69	Service Club Improvements	10,000
71	Improve Special Services	98,000
72	Improve EM Guest House	24,200
76	Carpet Dayrooms	20,000
77	Adventure Training	14,000
78	Tools, Auto Craft Shop	2,800
79	Additional Bay Telephones	23,000
80	Military Police Shelters	1,700
TOTAL		\$ 3,764,000

**FORT SILL
FY 72 OMA FUNDED VOLAP PROJECTS**

<u>PROJECT #</u>	<u>PROJECT TITLE</u>	<u>FUNDING LEVEL</u>
1	Civilian Grass Mowing and Area Police	\$ 526,400
2	Grass Mowing Contract	50,000
3	Civilian Self Help	286,500
4	Lights in Temp Messes	37,400
5	Custodial Service	157,500
6	Custodial Service	106,900
7	Dayroom Furniture	100,200
8	Communication Facilities	64,200
9	Barracks Furniture	301,000
10	Mess Improvements	126,400
11	Combined Processing Center	19,400
12	Finance Service	520,500
13	Army Community Services	12,500
14	Special Service	93,500
15	Entertainment Centers	116,200
16	Reenlistment Room Improvements	48,400
17	Bus Service	199,100
18	Improve HHG	40,400
19	GED Program	94,400
23	LETRA (dock improvements)	46,100
24	Training Shelters	21,400
25	Renovate Youth Gym	6,400
26	Latrine Cubicles	18,200
27	Tennis Courts	22,100
28	Control and Evaluation	25,100
29	Air Condition Career Counselor Room	11,200
30	Dayroom Improvements	32,800
31	Library and Arts and Crafts	37,700
A04	Latrines at Softball Fields	11,000
33	Lights in 37 Barracks	107,700
34	Floor Covering in Dayrooms	25,700
35	Improve Showers	14,700
36	Interior Barracks Painting	273,000
37	Ceilings in Barracks	80,900
38	Kitchen Floors	56,800
39	Weatherstripping in Barracks	316,300
40	Civilian in CPO	24,200
41	Civilian KPs	70,200
TOTAL		\$ 4,700,000

**U. S. ARMY, ALASKA
FY 72 OMA FUNDED VOLAR PROJECTS**

<u>PROJECT TITLE</u>	<u>FUNDED LEVEL</u>
Civilian KP	\$ 1,459,500
Special Services	574,800
Barracks Furniture and Partitions	286,900
Mess Equipment	129,400
Education	99,000
Dayrooms	79,600
Civilian Hire Instructors	90,100
Commissary	71,700
MEDCOM	89,600
Transportation	79,300
Band	25,400
Headbolt Heater	24,900
Training	6,000
Enlistment/Reenlistment	4,500
Central Processing	2,500
TV Station	11,300
Orientation Film/Booklet	2,900
MVA Evaluation	1,500
E1-E3 Clubs	700
Barracks Improvements/Repair	60,600
Mess Hall Repair	115,400
Snow Blowers	3,100
RAP Center	4,800
Civilian Custodians	48,600
TOTAL	\$ 3,271,900*

* Additional funds above VOLAR-72 allocation of \$3 million were made available from the FY 72 USARAL Command Operating Budget.

U.S. ARMY, EUROPE
FY 72 OMA FUNDED VOLAR PROJECTS

<u>PROJECT TITLE</u>	<u>FUNDING LEVEL</u>
Barracks Furniture	\$ 1,369,000
Troop Diversion Reduction	1,689,000
VOLAR Challenge Training	1,515,000
Self Help Program	1,500,000
Special Services	900,000
Athletic Uniforms	700,000
BOQ/BEQ Upgrade	557,100
Facilities Rehabilitation	417,000
Training Areas and Range Improvements	305,000
Adventure Training, Gelnhausen	200,000
Housing Referral Offices	105,500
Improvements in Unit Reception	45,000
Mail Delivery Experiment	30,000
Dining Room Improvement, Kitzingen	30,000
Combat Training Theater, Gelnhausen	25,000
Latrine Repair	25,000
Reception Booths, Frankfurt and Milan	22,000
VOLAR Control and Evaluation	58,000
Lockers, 21st Replacement	18,000
Kaserne Lighting	216,000
Rhein Main Reception Station	15,000
Athletic Field, Gelnhausen	8,500
Miniature Golf Course	2,500
Movie: To Hell and Back	1,800
Rental VW Buses	700
Support AFRC	40,000
Adventure Training, Berlin	10,000
Dispensary Improvements, Kitzingen	35,000
Dispensary Improvements, Gelnhausen	30,000
Gymnasium Repair (JFKBamberg Included)	186,600
Armed Forces Television Support	273,000
Motor Pool Improvements, Kitzingen	31,000
Installation of Snack Line, Gelnhausen	30,000
Improvements in GED (Headstart & MOS)	45,500
Special Services Sports Equipment	52,800
Repair of Tennis Court	1,500
Living Quarters for Civilian KPs	9,500
TOTAL \$	10,500,000

U. S. ARMY, HAWAII
FY 72 OMA FUNDED VOLAR PROJECTS

<u>PROJECT TITLE</u>	<u>FUNDING LEVEL</u>
Avocational & Recreational Activities	\$ 82,000
Sports Program	67,800
Entertainment (Theater Group)	3,000
Service Clubs	6,400
Purchase of Supplies and Maintenance WARC	2,200
Hire Instructor for TAMC Auto Hobby Shop	2,700
Purchase of Equipment and Hire Instructor Multi-Craft	37,000
Procurement and Rental of Equipment Education Center	58,400
Tuition Assistance Program	30,400
Renovation of Brigade Gyms	137,100
Janitorial Service Work WARC	2,300
Band Uniforms for 25th Infantry Division Band	1,000
Civilianize KP	573,700
Dining Room Redecoration and Repair	374,000
Laundry Pick-up Point	11,000
Provide Furniture and Furnishings for BOQ and BEQ	8,800
Purchase of Barracks Furniture	626,500
Refurbish Dayrooms	378,900
Mini-Car Wash	6,300
Purchase of Steam Cleaners for Motor Pool	21,400
Purchase of Adding Machines	8,300
Improve Brigade Classrooms	72,300
Construct New Confidence Course	13,300
Purchase of Training Bleachers	16,000
Improve BOQ Lighting	7,600
Construct Motorcycle Shelters	48,200
BOQ Maintenance and Repair	66,400
Renovate NCO Academy Classrooms	14,400
Alternations to Troop Billels	43,700
Purchase and Install Washers and Dryers	123,800
Purchase of Labor Saving Devices and Power Tools (Equipment)	49,000
Purchase Buffers and Vacuum	47,700
Newspapers	19,200
Paging System in Brigade Motor Pools	24,000
Medical Facilities	46,700
Convert TAMC Motor Pool to Hobby Shop	21,200
Rental of Computer	2,500
Mailboxes for Division	31,900
Upgrade Courtroom	2,000
TOTAL	\$ 3,089,200*

* Additional funds above VOLAR-72 allocation of \$1.5 million were made available from the FY 72 USARHAW Command Operating Budget.

APPENDIX B

CIVILIAN HIRE RECAP

VOLAR -
CIVILIAN HIRE RECAP
(As of 30 Jun 72)

<u>INSTALLATION</u>	<u>DIRECT HIRE</u>	<u>INDIRECT HIRE</u>	<u>CONTRACT</u>	<u>TOTAL</u>
CONARC	(2253)		(1365)	(3618)
FORT BENNING	580		164	744
FORT BRAGG	211		315	526
FORT CAMPBELL	173		174	347
FORT CARSON	157			157
FORT DIX	62			62
FORT HOOD	153			153
FORT JACKSON	92		146	238
FORT KNOX	124		205	329
FORT LEWIS	76			76
FORT ORD	152			152
FORT POLK	44		85	129
FORT RILEY	205		192	397
FORT SILL	224		84	308
USARAL	(14)			(14)
FORT GREELY	5			5
FORT RICHARDSON	3			3
FORT WAINWRIGHT	6			6
USAREUR 1/	(5)	(531)		(536)
USARHAW	(24)		(76)	(100)
TOTALS	2296	531	1441	4268

1/ Does not include 111 Direct and 3301 Indirect Hire Civilian KPs.

VOLAR CIVILIAN HIRE

	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42	43	44	45	46	47	48	49	50	51	52	53	54	55	56	57	58	59	60	61	62	63	64	65	66	67	68	69	70	71	72	73	74	75	76	77	78	79	80	81	82	83	84	85	86	87	88	89	90	91	92	93	94	95	96	97	98	99	100	101	102	103	104	105	106	107	108	109	110	111	112	113	114	115	116	117	118	119	120	121	122	123	124	125	126	127	128	129	130	131	132	133	134	135	136	137	138	139	140	141	142	143	144	145	146	147	148	149	150	151	152	153	154	155	156	157	158	159	160	161	162	163	164	165	166	167	168	169	170	171	172	173	174	175	176	177	178	179	180	181	182	183	184	185	186	187	188	189	190	191	192	193	194	195	196	197	198	199	200	201	202	203	204	205	206	207	208	209	210	211	212	213	214	215	216	217	218	219	220	221	222	223	224	225	226	227	228	229	230	231	232	233	234	235	236	237	238	239	240	241	242	243	244	245	246	247	248	249	250	251	252	253	254	255	256	257	258	259	260	261	262	263	264	265	266	267	268	269	270	271	272	273	274	275	276	277	278	279	280	281	282	283	284	285	286	287	288	289	290	291	292	293	294	295	296	297	298	299	300	301	302	303	304	305	306	307	308	309	310	311	312	313	314	315	316	317	318	319	320	321	322	323	324	325	326	327	328	329	330	331	332	333	334	335	336	337	338	339	340	341	342	343	344	345	346	347	348	349	350	351	352	353	354	355	356	357	358	359	360	361	362	363	364	365	366	367	368	369	370	371	372	373	374	375	376	377	378	379	380	381	382	383	384	385	386	387	388	389	390	391	392	393	394	395	396	397	398	399	400	401	402	403	404	405	406	407	408	409	410	411	412	413	414	415	416	417	418	419	420	421	422	423	424	425	426	427	428	429	430	431	432	433	434	435	436	437	438	439	440	441	442	443	444	445	446	447	448	449	450	451	452	453	454	455	456	457	458	459	460	461	462	463	464	465	466	467	468	469	470	471	472	473	474	475	476	477	478	479	480	481	482	483	484	485	486	487	488	489	490	491	492	493	494	495	496	497	498	499	500	501	502	503	504	505	506	507	508	509	510	511	512	513	514	515	516	517	518	519	520	521	522	523	524	525	526	527	528	529	530	531	532	533	534	535	536	537	538	539	540	541	542	543	544	545	546	547	548	549	550	551	552	553	554	555	556	557	558	559	560	561	562	563	564	565	566	567	568	569	570	571	572	573	574	575	576	577	578	579	580	581	582	583	584	585	586	587	588	589	590	591	592	593	594	595	596	597	598	599	600	601	602	603	604	605	606	607	608	609	610	611	612	613	614	615	616	617	618	619	620	621	622	623	624	625	626	627	628	629	630	631	632	633	634	635	636	637	638	639	640	641	642	643	644	645	646	647	648	649	650	651	652	653	654	655	656	657	658	659	660	661	662	663	664	665	666	667	668	669	670	671	672	673	674	675	676	677	678	679	680	681	682	683	684	685	686	687	688	689	690	691	692	693	694	695	696	697	698	699	700	701	702	703	704	705	706	707	708	709	710	711	712	713	714	715	716	717	718	719	720	721	722	723	724	725	726	727	728	729	730	731	732	733	734	735	736	737	738	739	740	741	742	743	744	745	746	747	748	749	750	751	752	753	754	755	756	757	758	759	760	761	762	763	764	765	766	767	768	769	770	771	772	773	774	775	776	777	778	779	780	781	782	783	784	785	786	787	788	789	790	791	792	793	794	795	796	797	798	799	800	801	802	803	804	805	806	807	808	809	810	811	812	813	814	815	816	817	818	819	820	821	822	823	824	825	826	827	828	829	830	831	832	833	834	835	836	837	838	839	840	841	842	843	844	845	846	847	848	849	850	851	852	853	854	855	856	857	858	859	860	861	862	863	864	865	866	867	868	869	870	871	872	873	874	875	876	877	878	879	880	881	882	883	884	885	886	887	888	889	890	891	892	893	894	895	896	897	898	899	900	901	902	903	904	905	906	907	908	909	910	911	912	913	914	915	916	917	918	919	920	921	922	923	924	925	926	927	928	929	930	931	932	933	934	935	936	937	938	939	940	941	942	943	944	945	946	947	948	949	950	951	952	953	954	955	956	957	958	959	960	961	962	963	964	965	966	967	968	969	970	971	972	973	974	975	976	977	978	979	980	981	982	983	984	985	986	987	988	989	990	991	992	993	994	995	996	997	998	999	1000	1001	1002	1003	1004	1005	1006	1007	1008	1009	1010	1011	1012	1013	1014	1015	1016	1017	1018	1019	1020	1021	1022	1023	1024	1025	1026	1027	1028	1029	1030	1031	1032	1033	1034	1035	1036	1037	1038	1039	1040	1041	1042	1043	1044	1045	1046	1047	1048	1049	1050	1051	1052	1053	1054	1055	1056	1057	1058	1059	1060	1061	1062	1063	1064	1065	1066	1067	1068	1069	1070	1071	1072	1073	1074	1075	1076	1077	1078	1079	1080	1081	1082	1083	1084	1085	1086	1087	1088	1089	1090	1091	1092	1093	1094	1095	1096	1097	1098	1099	1100	1101	1102	1103	1104	1105	1106	1107	1108	1109	1110	1111	1112	1113	1114	1115	1116	1117	1118	1119	1120	1121	1122	1123	1124	1125	1126	1127	1128	1129	1130	1131	1132	1133	1134	1135	1136	1137	1138	1139	1140	1141	1142	1143	1144	1145	1146	1147	1148	1149	1150	1151	1152	1153	1154	1155	1156	1157	1158	1159	1160	1161	1162	1163	1164	1165	1166	1167	1168	1169	1170	1171	1172	1173	1174	1175	1176	1177	1178	1179	1180	1181	1182	1183	1184	1185	1186	1187	1188	1189	1190	1191	1192	1193	1194	1195	1196	1197	1198	1199	1200	1201	1202	1203	1204	1205	1206	1207	1208	1209	1210	1211	1212	1213	1214	1215	1216	1217	1218	1219	1220	1221	1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APPENDIX C

Improved Barracks Housings

INTRODUCTION

In FY71 and FY72, Army efforts to improve barracks living conditions consisted of two separate, but distinctly related, programs:

- o Barracks Rehabilitation
- o Barracks Furniture Procurement

Some of the effort was in conjunction with VOLAR; other efforts separate MVA programs. This Appendix will discuss details of these programs.

BARRACKS REHABILITATION

A concerted effort to improve soldier barracks through upgrade and modernization was initiated in conjunction with VOLAR-71, and greatly expanded as a separate MVA program in FY72.

VOLAR-71 Improvements

The initial VOLAR-71 plans from Forts Benning, Bragg, and Carson proposed barracks privacy and other minor construction projects which exceeded the statutory limit above which OMA funds could not be used. On 30 March 1971 a special \$4.2 million MCA reprogramming action was approved by Congress to proceed with these projects.

Table C-1 lists the approved projects, their funding levels, and status of construction. Note that only Forts Benning and Carson included barracks improvement projects. Both installations included work in temporary and permanent barracks, and both used troop labor. Fort Carson did, however, use contract construction for the permanent barracks portion of the project. Also, note that of the 14 original projects, only 3 non-barracks projects were completed as of 30 June 1972.

FY72 MCA Improvement Program

The FY72 Budget contained two programs to improve barracks. The first, a \$42.5 million MCA program, involved permanent privacy partitioning and minor electrical work, or complete modernization (to include partitioning) to new construction standards in permanent barracks. Twelve CONUS VOLAR posts plus additional VOLAR installations in Hawaii and Alaska were among the more than 30 installations world-wide who were a part of this MCA program.

Table C-2 lists the installations located in the United States and overseas commands who were program participants and the amount programmed for that installation or command. Note that except at one installation, construction contracts were not awarded until May 1972 or later, far too short a time for

Table C-1
STATUS REPORT
MCA CONSTRUCTION PROJECTS - VOLAR-71
(As of 30 Jun 72)

	Current Working Estimate	Method of Construction Troop Labor	Contract	Start Date 1/	Original EDC 2/	Current EDC	Percentage Completion
BENNING							
Enhance privacy in permanent barracks	279,000	X		Apr 71	16 Jul 71	May 72	97%
Renovation of temporary barracks	318,000	X		Apr 71	16 Jul 71	May 72	83%
TOTAL	597,000						
BRAGG							
Electrical outlets in barracks	164,419		X		15 Nov 71		Completed in Dec 71
Security lighting	157,230		X		15 Jan 72		Completed in Dec 71
Tactical vehicle parking	309,300	X				Aug 72	86%
TOTAL	630,949						
CARSON							
Renovate temporary barracks	284,000	X				Jun 72	65%
Renovate permanent barracks	540,868		X	Aug 71	30 Sep 71	Jul 72	96%
Temporary motor pool improvements	127,229		X	Aug 71	30 Sep 71	May 72	99%
Security lighting & Electrical distribution system renovation	449,809		X	Jul 71	31 Dec 71	May 72	99%
Recreation facilities	334,440		X	Aug 71	30 Sep 71	Jul 72	96%
Medical facilities improvement	428,338		X	Aug 71	29 Oct 71	Aug 72	94%
Training facilities improvement	270,038		X	Aug 71	30 Sep 71	Mar 72	99%
Traffic flow improvements	82,301		X	Jun 71	30 Sep 71		Completed Feb 72
Portable classrooms	286,964		X	Jun 71	30 Sep 71	May 72	99%
TOTAL	2,803,987						
GRAND TOTAL	4,031,936						

- 1/ Contract award or troop construction start
2/ As of 21 April 1971

Table C-2

FY72 MCA MODERN VOLUNTEER ARMY BARRACKS IMPROVEMENT PROGRAM

INSTALLATION UNITED STATES	PROGRAMED AMOUNT (\$000)	CONSTRUCTION CONTRACT AWARD DATE
Aberdeen Proving Ground	63	Jun 72
Arlington Hall Station	40	Jun 72
*Fort Benning 1/	1,170	Jun 72
Fort Bliss	300	Jun 72
*Fort Bragg	13,000	Jun 72
*Fort Campbell 1/	1,760	Jun 72
*Fort Carson	766	Jun 72
*Fort Dix	400	Jun 72
Fitzsimons A.H.	60	May 72
*Fort Hood	3,350	Jun 72
Fort Huachuca	68	May 72
*Fort Jackson 1/	802	Jun 72
*Fort Knox	500	Jun 72
*Fort Lewis	2,009	Jun 72
Fort Monmouth	177	Jun 72
New Cumberland A.D.	54	Jun 72
*Fort Polk	1,342	Jun 72
Redstone Arsenal	168	May 72
*Fort Riley	1,200	Jun 72
Fort Ritchie	36	Jun 72
*Fort Sill 2/	1,230	Jun 72
Valley Forge G.H.	40	Jun 72
Vint Hill Farms	60	Jun 72
White Sands Msl Range	117	Apr 72
Fort Leonard Wood 1/	338	Sep 72
Yuma Proving Ground	65	Jun 72
Fort Richardson, Alaska	385	Jun 72
Schofield Barracks, Hawaii	327	Jun 72
Fort Shafter, Hawaii	110	Jun 72
Tripler Army Hospital, Hawaii	63	Jun 72
TOTAL	30,000	
OVERSEAS		
*Europe 10,000		May 72
Korea 1,000		Jun 72
Okinawa 1,000		May 72
Panama 500		May 72
TOTAL	12,500	

1/ Complete Modernization project

2/ Includes both complete modernization in some barracks and only air conditioning in certain others.

*Installations or commands to whom VOLAR monies were allocated.

actual change in barracks conditions to be noticed at installation level. Both initial positive reaction, in response to anticipation generated by initial program publicity, and later negative reaction, when results were not immediately forthcoming, may, however, be reflected in VOLAR survey responses.

FY 72 OMA Partition Program

The second and smaller, a \$2 million OMA program, was designed to provide privacy in temporary, World War II barracks principally by the installation of a commercial demountable partitioning system. The system, developed especially for this program by the General Services Administration (GSA), was demonstrated in August 1971 for prospective Army-wide users at Fort Jackson in conjunction with a display of new barracks furniture. The 13 CONUS installations who participated in this OMA program are listed in Table C-3. They include 9 VOLAR-72 installations, 4 of whom utilized GSA as their purchase agent. The remainder handled the procurement locally.

The OMA program was fraught with difficulties. Initially proposed to provide privacy in trainee barracks, funds were diverted to permanent party use when the decision was made to maintain BCT austerity. Development and approval of the partition system purchase description was not completed until

Table C-3

FY72 OMA BARRACKS PARTITION PROGRAM

<u>INSTALLATION</u>	<u>PROGRAM AMOUNT</u> <u>(\$000)</u>
*Fort Dix	148
Fort Devens	50
*Fort Hood	84
*Fort Jackson	243
*Fort Knox	359
*Fort Lewis	38
*Fort Ord	264
*Fort Polk	138
*Fort Riley	141
*Fort Sill	144
Fort Leonard Wood	290
ARADCOM/3d Army	55
ARADCOM/5th Army	<u>46</u>
TOTAL	2,000

*Installations to whom VOIAR monies were allocated.

March 1972. As FY72 closed, contract awards were just beginning.

FY 72 BARRACKS FURNITURE PROGRAM

In FY71 VOLAR installations spent \$6 million on barracks furniture--desks, chairs, desk lamps, and rugs. As FY71 furniture deliveries were made and furniture put into use it became clear that the office type furniture authorized, although adequate, was not especially well suited for barracks use. GSA responded by developing a line of color-coordinated furniture specifically for barracks use.

The FY72 MVA Budget contained \$10 million to procure barracks furniture world-wide. Procurement was deferred until the August 1971 Fort Jackson display and then accomplished centrally by GSA-Washington. Nine of the VOLAR-71 CONUS installations plus each of three VOLAR-72 overseas commands were recipients of these extra OMA funds. The remaining four VOLAR posts, all VOLAR-71 installations, completed their barracks furniture procurement with VOLAR-72 funds.

A breakout of the \$10 million FY72 Barracks Furniture program by command and CONARC installation is presented in Table C-4.

Table C-4

FY72 MVA BARRACKS FURNITURE PROGRAM (OMA)

INSTALLATION	PROGRAMED AMOUNT
CONARC	\$3,911,000
Fort Belvoir	217,186
Fort Bliss	350,069
*Fort Campbell	85,900
Carlisle Barracks	6,368
Fort Devens	92,194
*Fort Dix	253,876
Camp Drum	30,173
Fort Eustis	186,295
Fort Gordon	294,390
Fort Hamilton	4,805
Fort Benjamin Harrison	26,548
Fort Holabird	24,501
*Fort Hood	221,720
Indian Town Gap Reservation	12,236
*Fort Jackson	231,491
*Fort Knox	224,457
Fort Leavenworth	19,878
Fort Lee	82,486
Fort Leonard Wood	122,671
*Fort Lewis	233,280
Fort McArthur	16,110
Fort McClellan	44,788
Camp McCoy	14,272
Fort McPherson	11,619
Fort Meade	17,355
Fort Monroe	14,056
Presidio of San Francisco	33,206
*Fort Polk	138,110
*Fort Riley	217,546
Fort Rucker	104,713
Fort Sam Houston	41,952
Fort Sheridan	37,546
*Fort Sill	342,436
Fort Stewart	90,514
Fort Wolters	9,179
Military District of Washington	57,721
ARADCOM	160,000
STRATCOM	260,000
USAMC	185,000
ASA	40,000
*USARPAC	1,772,000
*USAREUR	3,258,000
*USARAL	223,000
USARSO	125,000

*Installations or commands to whom VOLAR monies were allocated.

APPENDIX D

UNIT OF CHOICE RECRUITING

CONUS COMBAT ARMS UNIT OF CHOICE PROGRAM

<u>PARTICIPATING UNIT</u>	<u>EFFECTIVE DATE</u>	<u>TOTAL RECRUITED FY71</u>	<u>FY72</u>
1st Inf Div, Ft Riley, KS	1 Feb 71	74	1,550
4th Inf Div, Ft Carson, CO	1 Feb 71	62	2,101
197th Inf Bde, Ft Benning, GA	1 Feb 71	342	1,498*
82d Abn Div, Ft Bragg, NC	1 Feb 71	175	3,878
1st Cab Div, Ft Hood, TX	1 Feb 71	174	947
2d Armd Div, Ft Hood, TX	1 Feb 71	247	1,567
3d ACR, Ft Bliss, TX*	1 Feb 71	53	837
101st Abn Div, Ft Campbell, KY	1 Nov 71		2,483
194th Armd Bde, Ft Knox, KY	1 Nov 71		999*
III Corps Arty, Ft Sill, OK	1 Nov 71		346
XVIII Abn Corps Arty, Ft Bragg, NC	1 Nov 71		210
212th Arty Gp, Ft Sill, OK**	1 Nov 71		460*
USA CDEC, Ft Ord, CA	1 Jan 72		278
9th Inf Div, Ft Lewis, WA	15 Mar 72		407
TOTAL		1,127	17,561

*Constrained due to virtual fill of requirements

**Unit initially assigned to Fort Lewis, WA

CONUS SPECIAL UNIT ENLISTMENT OPTION

SPECIAL UNIT OPTION

<u>PARTICIPATING UNIT</u>	<u>EFFECTIVE DATE</u>	<u>TOTAL RECRUITED FY72</u>
197th Inf Bde, Ft Benning, GA	1 Jan 72	542*
3d ACR, Ft Bliss, TX	1 Jan 72	250*
194th Armd Bde, Ft Knox, Ky	1 May 72	321
931st Engr Gp, Ft Benning, GA	1 May 72	420
USA CDEC, Ft Ord, CA	1 May 72	339
1st Inf Div, Ft Riley, KS	1 Jun 72	254
1st Cav Div, Ft Hood, TX	1 Jun 72	93
2d Armd Div, Ft Hood, TX	1 Jun 72	239
4th Inf Div, Ft Carson, CO	1 Jun 72	551
9th Inf Div, Ft Lewis, WA	1 Jun 72	304
25th Inf Div, Hawaii	1 Jun 72	110
82d Abn Div, Ft Bragg, NC	1 Jun 72	66
101st Abn Div, Ft Campbell, KY	1 Jun 72	697
212th Arty Gp, Ft Sill, OK	1 Jun 72	32
III Corps Arty, Ft Sill, OK	1 Jun 72	42
XVIII Abn Corps Arty, Ft Bragg, NC	1 Jun 72	35
ARADCOM (15 Metropolitan Areas)	1 Jun 72	73
504th MP Bn, Presidio of SF	1 Jun 72	34
503d MP Bn, Ft Bragg, NC	1 Jun 72	19
508th MP Bn, Ft Riley, KS	1 Jun 72	22
518th MP Bn, Ft Hood, TX (31 Aug 72)	1 Jun 72	4
519th MP Bn, Ft Meade, MD	1 Jun 72	52
759th MP Bn, Ft Dix, NJ	1 Jun 72	39

TOTAL 4538

MILITARY POLICE OPTION

504th MP Bn, Presidio of SF, CA	1 Feb 72	194
503d MP Bn, Ft Bragg, NC	1 Feb 72	108
508th MP Bn, Ft Riley, KS	1 Feb 72	67
518th MP Bn, Ft Hood, TX	1 Feb 72	53
519th MP Bn, Ft Meade, MD	1 Feb 72	127
759th MP Bn, Ft Dix, NJ	1 Feb 72	98

TOTAL 647

*Constrained due to virtual fill of requirements.

GEOGRAPHIC AREA OF CHOICE PROGRAM

<u>NAME OF OPTION</u>	<u>EFFECTIVE DATE</u>	<u>TOTAL ENLISTED</u>
US Army Europe	25 Mar 71	10,304
US Army Vietnam	1 May 71	1,053
Eighth US Army (Korea)	10 May 71	2,699
US Army Alaska	1 Jun 71	523
US Army Hawaii/ 25 Inf Div	1 Jun 71	1,782
US Army 193d Inf Bde (Panama)	1 Jun 71	812
US Army Training & Travel Enlistment Option (Europe & Korea)	1 Oct 71	<u>6,950</u>
	TOTAL	24,123

APPENDIX E

INSTALLATION/COMMAND LEVEL EVALUATION

TABLE E-1

	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18
PERMANENT PARTY QUESTIONNAIRE(S)	1			1			1											
GENERAL																		
Demographic		X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
Reasons for Entering		X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
Career Intent		X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
Morale																		
Perceived Attitude of Public Toward Army																		
General Attitude Toward Army & Army Life		X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
Satisfaction with Specific Aspects of Army Life		X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
Areas Most in Need of Improvement																		
Training Effectiveness		2a/		2a/	X													
NVA/VOLAR																		
Effects of Specific Actions on:																		
Career Intent					X	X	X	X	X	X	X	X	X	X	X	X	X	X
Level of Satisfaction with Specific Aspects of Army Life		X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
Effectiveness of Army					X	X	X	X	X	X	X	X	X	X	X	X	X	X
Attractiveness of Army Life					X	X	X	X	X	X	X	X	X	X	X	X	X	X
Importance of Specific NVA/VOLAR Actions					X	X	X	X	X	X	X	X	X	X	X	X	X	X
General Attitude Toward NVA Program					X	X	X	X	X	X	X	X	X	X	X	X	X	X
Knowledge of Specific VOLAR Projects					X	X	X	X	X	X	X	X	X	X	X	X	X	X
Use of Specific VOLAR Projects					X	X	X	X	X	X	X	X	X	X	X	X	X	X
Discipline Trends		2a/			X	X	X	X	X	X	X	X	X	X	X	X	X	X
Free Response Suggestion			X															
TRAINER QUESTIONNAIRE																		
Career Intent																		
Morale																		
General Attitude Toward Army & Army Life					X	X	X	X	X	X	X	X	X	X	X	X	X	X
Training Effectiveness					X	X	X	X	X	X	X	X	X	X	X	X	X	X
COMMANDERS' QUESTIONNAIRE																		
GENERAL																		
Career Intent																		
Outside Influence Affecting Army																		
General Attitude Toward Army & Army Life					X	X	X	X	X	X	X	X	X	X	X	X	X	X
NVA/VOLAR																		
Effect of Specific Actions on:																		
Soldiers					X	X	X	X	X	X	X	X	X	X	X	X	X	X
Unit					X	X	X	X	X	X	X	X	X	X	X	X	X	X
Importance of Specific NVA/VOLAR Actions					X	X	X	X	X	X	X	X	X	X	X	X	X	X
General Attitude Toward NVA Program					X	X	X	X	X	X	X	X	X	X	X	X	X	X
Success of NVA/VOLAR Actions					X	X	X	X	X	X	X	X	X	X	X	X	X	X
Free Response Suggestions					X	X	X	X	X	X	X	X	X	X	X	X	X	X
REPRESENTATIVE QUESTIONNAIRE																		
GENERAL																		
Demographic		X			X	X	X	X	X	X	X	X	X	X	X	X	X	X
Reasons for Entering					X	X	X	X	X	X	X	X	X	X	X	X	X	X
Attitude Toward Army and/or Installation and its Facilities					X	X	X	X	X	X	X	X	X	X	X	X	X	X
Areas Most in Need of Improvement					X	X	X	X	X	X	X	X	X	X	X	X	X	X
NVA/VOLAR																		
Effect of Specific Actions on:																		
Career Intent		X			X	X	X	X	X	X	X	X	X	X	X	X	X	X
Level of Satisfaction with Army Life																		
Free Response Suggestion																		
CAREER DECISION SURVEY OR IN-SITU INTERVIEW																		
GENERAL																		
Demographic																		
Reasons for Decision																		
General Attitude Toward Army & Army Life		X			X	X	X	X	X	X	X	X	X	X	X	X	X	X
NVA/VOLAR																		
Effect of Specific Actions on Decision		X			X	X	X	X	X	X	X	X	X	X	X	X	X	X
Effect of NVA/VOLAR Program on Decision		X			X	X	X	X	X	X	X	X	X	X	X	X	X	X
Free Response Suggestions/Comments		X			X	X	X	X	X	X	X	X	X	X	X	X	X	X
CONCLUSION																		

1/ Include Service School students or trainees in survey sample

- 2/ Separate surveys:
- Drug Abuse and Morale Monitoring Survey
 - Evolution and Training Actions and Evaluation of Combined Arms Training Simulator under VOLAR
 - Status of Military Discipline
 - Combat Arms Survey
 - Management Survey

APPENDIX F

COST EFFECTIVENESS

INTRODUCTION

An integral part in the development of information for use both in refining the on-going program and in determining which actions were most appropriate for continuing application on an Army-wide basis was an attempt to relate the cost of VOLAR actions to the effect these actions had on the attitudes of military personnel. Such analyses, made during both VOLAR-71 and VOLAR-72, are the subject of this appendix.

CORRELATION OF COSTS AND EFFECTIVENESS MEASURES

Cost-effectiveness analyses may be conducted on one of two bases: a fixed cost basis in which the purpose is to determine how much effectiveness can be achieved in return for a given expenditure of resources; on a fixed effectiveness basis in which it is determined how much it costs to achieve a given measure of effectiveness.

The evaluation method established by Research Analysis Corporation and subsequently used in slightly modified form by four VOLAR-72 installations falls into the first category in that an attempt was made to measure the effectiveness of projects conducted with VOLAR funds.

The evaluation in FY 71 was based on the results of the RAC attitudinal surveys which obtained opinions on the relative importance of various possible program areas and the degree of soldier satisfaction with different items in the VOLAR program. The survey respondent was asked to select 7 of 19 general areas in which improvements could and should be made. The percentage frequency distribution was then used as the Improvement Score (I). The respondent was also asked to indicate on a five point scale the degree to which improvements in 47 specific VOLAR areas would help him to be more satisfied in the Army. The average score of improvements in each of the 19 VOLAR categories became the Satisfaction Score (S). The product of the Improvement and Satisfaction Scores became the Effectiveness Score (I x S) for each category.

The costs for each category, in terms of the percent of the total VOLAR funds for the post, were ranked, as were the Effectiveness Scores. The actual measure of "cost-effectiveness" for each post was then calculated using the Spearman formula for rank correlation. The magnitude of the correlation coefficient shows the degree to which the effectiveness ranks and the cost ranks are related to each other.

The larger the rank order correlation coefficient, the greater the agreement of pairs of ranks.

The measure of rank correlation between effectiveness score ranks and cost ranks for posts in both FY 71 and FY 72 are presented in Table F-1.

Table F-1
Rank Correlation of Cost & Effectiveness

	Correlation Coefficient	Statistical Significance
<u>FY 71</u>		
Fort Benning	.438	None
Fort Bragg	.690	None
Fort Carson	.637	@ .05 level
Fort Ord	.426	None
<u>FY 72</u>		
Fort Bragg	.530	
Fort Knox	.351	None
Fort Riley	.697	Yes
USARHAW	.617	Yes

For the most part, the above installations allocated their VOLAR funds so as to finance those projects which would have the greatest impact upon the soldiers' attitudes and the amount of dollars spent was proportional to the projects impact upon improving soldiers' attitudes toward reenlistment.

Several categories of no or low cost actions ranked very high with the soldiers surveyed. Installation evaluations were almost unanimous in their agreement that some no or low cost actions contributed most significantly to the overall favorable attitude toward the VOLAR program. Fort Bragg, perhaps, said at best: "Project VOLAR... alerted us to the primary importance of low or no cost actions... The immediate visibility and "we care" image cast by our non-funded actions generally resulted in an immediate, high impact unrivaled by most of our funded actions."

FUTURE RESOURCE ALLOCATION

Recognizing the inherent weaknesses of using ranks (as discussed in Chapter 3), the data described above can nevertheless assist in allocating funds in the future. Table F-2 presents the original 19 RAC VOLAR categories with differences between effectiveness and cost ranks summarized for eight different analyses.

Table F-2
Differences Between Effectiveness and Cost Ranks

		Effect Rank Generally	
		Greater than Cost	Less than Cost
Improve Barracks			X
Improve Common Rooms			X
Improve Recreation and Special Services			X
Reduce Extra Duty Details	X		
Improve Work Conditions	X		
Improve Work Hours		No Cost	
Improve Post Security	X		
Improve Religious Facilities		Neither	
Improve Family Housing	X		
Improve PX/Commissary Facilities	X		
Improve Food & Food Service		Neither	
Improve Training			X
Educational Assistance	X		
Increase Personal Liberties		No Cost	
Improve Medical Services	X		
Improve Post Services		Neither	
Improve Transportation	X		
Improve Facilities for Handling Personal Problems	X		
Improve Welcome & Reception Facilities		Neither	

APPENDIX G

**CHRONOLOGICAL RECAP OF
ARMY-WIDE ACTIONS IMPACTING ON VOLAR**

TABLE 6-1
CHRONOLOGICAL RECAP OF ARMYWIDE ACTIONS IMPACTING ON VOLAR

[illegible]

Special collected enlisted personnel for overseas service (SERVO) (E- Europe (for

Notes: Data in parentheses is effective date unless otherwise noted.

13

Secretary of Defense approves early out programs; 179 days early release for let survivors were killed except Europe and 199; 150 days early release for let survivors in Europe, voluntary discharges at port for let survivors with more than 179 days left; up to 12 an early release for 3 year the the join reserve component (6 hr)

7.25 cost of living pay raise (1 Jan)

has volunteered services effective; because 50% of personnel are concerned
1/ IHS must compete within quota for IHS and goods; those who fail to
achieve minimum IHS may not volunteer at other units; best qualified will
be recruited in IHS; others volunteered or returned in shortage IHS (1 Jan)

UNIT 51 **NOTIFICATION** **IN** **SPRING** **IN** **THE** **UNITED** **STATES**

Prior service alignment policy tightened (1 Feb)

Post Leads are placed in completed (1974)

Printed by the Government of India, New Delhi (2010)

LET STUDENT AVE KNOW OF COMPANY (If App)

 MISS ALICEA DIVISION OFFICIALLY REOPENED AT PORT CAMPBELL (6 APR)

34. numerous officer personnel management system (PMS) which provides dual track development, earned designation boards, and promotion and career management policy changes (20 Apr)

THE UNIVERSITY OF CHICAGO

9th February **Students** **revisited** **at** **Park** **Leeds** **(26 May)**

1000

(b)(7)(C) - Confidentiality of Information

THE EFFECTS OF PROGRESSIVE TAXATION

Table G-2

ACCESSIONS

	ENLISTMENTS	TRUE VOLUNTEERS (ESTIMATED)	DRAFT CALLS	16-21 YR OLD UNEMPLOYED (OUT OF SCHOOL)	CUMULATIVE NEW EMPLOYMENT OPTIONS	ADVERTISING EXPENDITURES FOR ACCESSIONS
		(Thousands)		(Z)		(\$ Million)
NOV 70	11.7	5.0	8.0	458	0	.164
DEC 70	11.1	5.0	7.0	506	0	-
JAN 71	16.4	7.2	17.0	603	0	-
FEB 71	13.7	5.6	17.0	581	15	1.022
MAR 71	13.5	5.2	17.0	507	17	-
APR 71	11.0	4.4	17.0	428	24	-
MAY 71	8.8	4.3	10.0	470	25	4.646
JUN 71	16.9	8.6	10.0	1101	28	-
JUL 71	14.8	9.6	-	1136	29	-
AUG 71	15.3	10.8	-	907	30	.830
SEP 71	17.2	10.9	-	469	30	-
OCT 71	11.0	5.2	1.0	483	39	-
NOV 71	10.5	5.0	5.5	537	39	2.830
DEC 71	12.7	5.9	3.5	579	39	-
JAN 72	15.5	9.1	-	675	41	-
FEB 72	12.7	10.0	-	700	47	2.760
MAR 72	11.5	9.6	-	605	47	-
APR 72	9.9	7.9	8.0	566	47	-
MAY 72	8.8	7.2	4.0	506	47	2.800
JUN 72	16.9	15.2	3.0	1078	71	-

This variable was developed by RAC and is essentially the sum of the combat areas options (number of separate unit of choice units) and service school options (number of units available from Army Service Schools). It measures the number of new separate options available to an incoming Army recruit.

Table G-3

RETENTION

UNEMPLOY-
MENT RATE
FOR 20-24
VETERANS
(6 MO RATE)

DA REENLIST-
MENT OBJECTIVES

13 CONARC
VOLAR 72
POSTS

4 CONARC
VOLAR 71
POSTS

ARMY WIDE

	1st Term	Career	Total	Total	Total	(%)
				(Thousands)		
NOV 70	2.2	4.0	6.3	.58	1.7	9.9
DEC	2.1	3.9	6.1	.61	1.8	
JAN 71	1.6	3.4	5.1	.70	1.8	
FEB	2.1	4.6	6.6	1.06	2.9	
MAR	2.4	4.0	6.3	.74	1.9	13.5
APR	2.4	3.8	6.3	.76	2.0	
MAY	2.5	3.6	6.1	.73	2.0	
JUN	2.6	4.0	6.6	.80	2.3	
JUL	3.0	4.1	7.1	.98	2.8	
AUG	1.1	2.4	3.6	.29	.8	
SEP	.9	2.1	2.9	.41	.9	
OCT	.6	1.4	2.0	.18	.5	11.1
NOV	.7	1.7	2.4	.20	.6	
DEC	.9	2.0	2.9	.25	.9	
JAN 72	.9	1.8	2.7	.34	1.0	
FEB	.9	1.7	2.6	.31	1.0	
MAR	1.2	2.0	3.2	.43	1.3	
APR	1.2	1.8	3.0	.43	1.3	
MAY	1.5	2.2	3.6	.43	1.3	
JUN	1.2	2.0	3.2	.43	1.3	

(From Jul 70)
1% Operating
strength

2% Operating
strength
1st Termers -
1 of 4 eligible
Careerist - none

Careerist -
Monthly quota and
ceiling
Careerist -
Monthly numerical
objective by command

1st Termers - .2%
total assigned enlisted
strength

Table G-4

MISCELLANEOUS

	ARMY IMAGE ^{1/} (# FAVORABLE ARTICLES IN WALL STREET JOURNAL)	VIET NAM CASUALTIES (KIA)	ARMY TRAINING CENTER COMBAT ARMS POPULATION LOADS AT VOLAR POSTS
NOV 70	-6	152	-
DEC 70	-9	111	-
JAN 71	-5	147	71.9
FEB 71	-9	153	78.8
MAR 71	-18	270	79.9
APR 71	-12	231	68.4
MAY 71	-2	164	67.0
JUN 71	-6	138	62.8
JUL 71	-4	76	66.0
AUG 71	-3	74	61.2
SEP 71	-6	72	56.6
OCT 71	-5	41	50.5
NOV 71	-6	29	46.4
DEC 71	-3	14	43.4
JAN 72	-3	19	54.0
FEB 72	-1	12	52.4
MAR 72	-1	13	38.4
APR 72	-1	30	39.4
MAY 72	-1	24	35.4
JUN 72	0	18	39.2

^{1/} This variable was developed by RAC and obtained by content analysis of the Wall Street Journal general news column. A story that was judged to improve the Army image was given +1, while a story that was judged to harm the Army image was given -1.

APPENDIX H

HIGHLIGHTS OF CONTRACTOR FINDINGS

TABLE H-7
ITEMS HAVING MOST POSITIVE EFFECT ON ATTITUDE

COUNTRY	PROBLEM	COMPARISON	SAMPLE SIZE	NO. OF ITEMS	1	2	3	4	5	6	7	8	9	10
USSR ALL UR	PT 71	None	15,340	57	Good medical and dental care	Curiosity of working a living	Treated with respect	Treated like a responsible person	Good food	Chances to plan on future	High treatment on job	Good family life	Interesting and satisfying work	Primary
	PT 72	MC	6,746	68	Good medical and dental care	Curiosity of working a living	Treated with respect	Treated like a responsible person	Good food	Chances to plan on future	High treatment on job	Good family life	Interesting and satisfying work	Primary
	PT 71	None	4,778	57	Good medical and dental care	Curiosity of working a living	Treated with respect	Treated like a responsible person	Good food	Chances to plan on future	High treatment on job	Good family life	Interesting and satisfying work	Primary
USSR ALL CUBANS	PT 71	None	12,539	68	Good medical and dental care	Curiosity of working a living	Treated with respect	Treated like a responsible person	Good food	Chances to plan on future	High treatment on job	Good family life	Interesting and satisfying work	Primary
	PT 72	MC	2,343	57	Good medical and dental care	Curiosity of working a living	Treated with respect	Treated like a responsible person	Good food	Chances to plan on future	High treatment on job	Good family life	Interesting and satisfying work	Primary
	PT 71	None	705	74	Good medical and dental care	Curiosity of working a living	Treated with respect	Treated like a responsible person	Good food	Chances to plan on future	High treatment on job	Good family life	Interesting and satisfying work	Primary
USSR ALL CUBANS	PT 71	None	644	57	Good medical and dental care	Curiosity of working a living	Treated with respect	Treated like a responsible person	Good food	Chances to plan on future	High treatment on job	Good family life	Interesting and satisfying work	Primary
	PT 72	MC	1,345	74	Good medical and dental care	Curiosity of working a living	Treated with respect	Treated like a responsible person	Good food	Chances to plan on future	High treatment on job	Good family life	Interesting and satisfying work	Primary
	PT 71	None	1,345	74	Good medical and dental care	Curiosity of working a living	Treated with respect	Treated like a responsible person	Good food	Chances to plan on future	High treatment on job	Good family life	Interesting and satisfying work	Primary

1. Based on sample "Superior Good Life"; MC "Small Effect" table.
2. Sample ranking based on total sample over all survey administrations; MC rankings based on last survey data only.
(Jan 1972 for USSR sample, March 1972 for MC-4000).

TABLE H-2
ITEMS HAVING STRONGEST INFLUENCE ON REENLISTING OR STAYING IN THE ARMY

[illegible]

Notes: **Reading** readings based on total sample over all survey administrations; **SJC** readings based on last survey data only (June 1972 for VOLS sample, March 1972 for NON-VOLS).

TABLE H-4
ITEMS HAVING LEAST IMPORTANCE (FY 71)

COMMENTS	STATUS	CONSTRUCTION	ESTIMATED COST	TIME TO COMPLETION OF THIS TASK	1	2	3	4	5	6	7	8	9	10
WALSH ALL IN	FY 71	WALSH	10,340	57	Good bus service	Changes to meet and date girls	From personal services	Play sports	Travel and opportunities	Recreation from physical danger	Problems from physical danger	Problems from physical danger	Problems from physical danger	Problems from physical danger
WALSH ALL IN	FY 71	WALSH	4,376	57	Good bus service	From personal services	Changes to meet and date girls	Play sports	Travel and opportunities	Recreation from physical danger	Problems from physical danger	Problems from physical danger	Problems from physical danger	Problems from physical danger
WALSH ALL OFFICERS	FY 71	WALSH	2,343	57	Good bus service	From personal services	Changes to meet and date girls	Play sports	Travel and opportunities	Recreation from physical danger	Problems from physical danger	Problems from physical danger	Problems from physical danger	Problems from physical danger
WALSH ALL OFFICERS	FY 71	WALSH	644	57	Good bus service	From personal services	Changes to meet and date girls	Play sports	Travel and opportunities	Recreation from physical danger	Problems from physical danger	Problems from physical danger	Problems from physical danger	Problems from physical danger

Notes:
1. Based on Walsh's data for 1971.
2. Rankings based on Walsh's data for 1971.

TABLE H-5
ITEMS HAVING LEAST OVER ALL EFFECT (FY 72)

COMMENTS	STATUS	CONSTRUCTION	ESTIMATED COST	TIME TO COMPLETION OF THIS TASK	1	2	3	4	5	6	7	8	9	10
WALSH ALL IN	FY 72	WALSH	4,346	60	Good bus service	Changes to meet and date girls	From personal services	Play sports	Travel and opportunities	Recreation from physical danger	Problems from physical danger	Problems from physical danger	Problems from physical danger	Problems from physical danger
WALSH ALL IN	FY 72	WALSH	12,330	60	Good bus service	Changes to meet and date girls	From personal services	Play sports	Travel and opportunities	Recreation from physical danger	Problems from physical danger	Problems from physical danger	Problems from physical danger	Problems from physical danger
WALSH ALL OFFICERS	FY 72	WALSH	200	74	Good bus service	Changes to meet and date girls	From personal services	Play sports	Travel and opportunities	Recreation from physical danger	Problems from physical danger	Problems from physical danger	Problems from physical danger	Problems from physical danger
WALSH ALL OFFICERS	FY 72	WALSH	1,346	74	Good bus service	Changes to meet and date girls	From personal services	Play sports	Travel and opportunities	Recreation from physical danger	Problems from physical danger	Problems from physical danger	Problems from physical danger	Problems from physical danger

Notes:
1. Based on Walsh's data for 1972.
2. Rankings based on Walsh's data for 1972.

APPENDIX I

NON-APPROPRIATED FUND PROJECTS

INTRODUCTION

Each of the original three VOLAR-71 installations plans included certain projects which could not be funded because the Army lacked legal authority. In order to test the proposals special non-appropriated fund (NAF) welfare grants were provided the installations by DCSPER. A secondary objective was to provide sufficient justification to seek legislative authority for implementation with appropriated funds in the event the programs proved very successful. The grant, initially designed to fund projects through FY 71, was extended to permit installations to carry forward unexpended balances to permit continuation of projects through FY 72. The projects and their funding levels are presented in Table I-1.

FINDINGS

The three installation reports evaluated the effectiveness of their NAF in varying degrees of detail. This section will summarize their findings and those of System Development Corporation (SDC). For discussion purposes, projects are grouped in three categories:

PROJECT VOLAP
NON-APPROPRIATED FUND EXPENDITURES

FORT BENNING

	<u>ALLOCATION 1/</u>	<u>FY 71 2/</u>	<u>EXPENDITURES FY 72</u>	<u>TOTAL</u>
1) Bus transportation to & from Columbus	\$133,216	\$48,133.05	\$49,783.17	\$97,931.22
2) Charter bus trips to Atlanta, Panama City & Calloway Gardens	26,400	12,719.30	12,573.00	25,292.30
3) Outstanding soldier awards (six 250-mile round trips for 30 men per month) room, meals cash awards	<u>4,365</u> 163,981	<u>4,281.42</u> 65,143.77	<u>8,877.82</u> 71,238.22	<u>13,159.47</u> 136,381.99 4/

FORT CARSON

1) Unit and individual awards for training completion & accomplishment	100,000	68,666.98	27,231.25	95,898.23
2) Unit incentives to reenlistment	10,000	9,325.00	2,025.00	11,350.00
3) Weekend ski trips 3/	<u>-0-</u> 110,000	<u>2,751.77</u> 80,743.75	<u>-2-</u> 29,256.25	<u>2,751.77</u> 110,000.00

FORT ORD

1) Free off-post bus service to nearby towns and recreational areas	45,436	19,815.88	25,620.12	45,436.00
2) Free tickets to sporting and cultural events; funds to bring such events on post	<u>75,000</u> 120,436	<u>61,073.70</u> 80,889.58	<u>13,926.30</u> 39,546.42	<u>75,000.00</u> 120,436.00
TOTAL	394,417	226,876.46	140,040.95	366,917.41

1/ Per DA DCSPER-FSD Msg, 141749Z Jan 71

2/ 2nd Half, FY 71

3/ Authorized per DA OCSA-SAMVA Msg, 251347Z Feb 71

4/ \$27,599 balance authorized to be carried forward into FY 73 as grant allocation to 3d Army command welfare fund by DAPE-1NF 2d Ind dated 8 Aug 72 to 3d Army 27 Jul 72 ltr request.

- o Individual and Unit Incentives
- o Off-Post Transportation
- o On and Off-Post Entertainment and Recreation

Individual and Unit Incentives

Three projects fell in this general category:

- o Outstanding Soldier Awards, allowed Fort Benning commanders to recognize outstanding soldiers with a free bus trip to Atlanta, a hotel room, \$12 in chits for meals at the hotel and \$25 in cash to spend. Wives were encouraged to attend. Participants, including wives, totaled 270.
- o Training Performance Awards, allowed Fort Carson commanders to reward individuals and units for superior performance in all areas. Some funds were retained at installation level to support post-wide competition.
- o Unit Reenlistment Incentives, permitted Fort Carson to grant cash awards to unit funds for superior reenlistment performance. Under the program, \$200 was awarded to the winning battalion and \$50 to the winning company each quarter, with trophies awarded annually.

In terms of overall effect, the general area of job performance recognition ranked near the middle on the SDC VOLAR evaluation for both enlisted and officer personnel. SDC survey details are presented in Table I-2.

Table I-2
SDC Survey Results on Job Performance Recognition

	% "Good"			% "Stay"		
	A	B	C	A	B	C
Ft Benning	71	70	56	37	41	31
Ft Carson	77	58	66	29	18	22
VOLAR-All EM	63	57	68	29	25	30
Army-wide-All EM	62	61	--	26	28	--

Surveys: A-December 1971, B-March 1972, C-June 1972

Fort Benning results are better than the VOLAR or Army-wide samples. It should be noted, however, that Fort Benning consistently ranks above most installation whatever the question.

Installation evaluations also rank these projects near the middle. Fort Benning, however, recommended that the action should be implemented at

other Army installations as applicable. Interestingly, junior officer and enlisted personnel at Fort Carson who indicated that they did not intend to stay in the Army ranked Training Performance Awards substantially higher than those undecided or intending to stay.

Unit Reenlistment Incentives in the form of cash contributions to unit funds was ranked quite low in terms of importance to soldiers (75 of 76 for E1-E4s intending to stay in the Army). While Fort Carson reenlistments exceeded the DA reenlistment objectives during 10 of 12 months in FY72, this result was not attributed in any substantial degree to the project. The SDC questionnaire did not address the subject of such incentives.

In summary, results from both installation and SDC evaluations are at best inconclusive. It is doubtful, however, that the data would support any legislative change.

Off-Post Transportation

Three projects fell into this general category:

- o Bus Service to and from Columbus, Georgia, provided "free ride" tickets to enlisted men through Fort Benning unit orderly rooms.

Approximately 200,000 tickets were used.

- o Charter Bus Trips to Selected Recreation Areas, provided weekend trips to Atlanta, Calloway Garden and Panama City for Fort Benning soldiers.

- o Off-Post Bus Service, provided Fort Ord soldiers free service to nearby towns and recreational areas.

In terms of overall effect, the general area of on and off-post transportation services ranked near the middle on the SDC evaluation but increased in relative rank in the June 1972 survey. SDC survey details are presented in Table I-3.

Table I -3
SDC Survey Results on Off-Post Transportation

	% "Good"			% "Stay"		
	A	B	C	A	B	C
Ft Benning	83	74	91	25	30	41
Ft Ord	72	51	64	24	16	19
VOLAR(All EM)	68	55	70	17	14	20
Army-wide(All EM)	60	46	-	15	11	-

Surveys: A-December 1971, B-March 1972, C-June 1972

Fort Benning results are again better than the VOLAR or Army-wide samples.

The Fort Benning evaluation ranked Off-Post Transportation near the middle. They report that service was well received, was utilized extensively, and tended to reduce the number of privately-owned vehicles on the road. They recommend both actions be implemented at other installations as applicable. Fort Ord did not evaluate their project.

In summary, results from the Fort Benning and SDC evaluation of data from Fort Benning provide substantial evidence that the Fort Benning projects have a positive impact on attitude and on retention, and provide sufficient justification to seek authority to use appropriated funds for off-post, unofficial purposes.

On and Off-Post Entertainment and Recreation

Two projects fell in this general category:

- o Sporting and Cultural Events, provided Fort Ord soldiers free tickets to off-post sporting and cultural events and brought some such events on post.

o Ski Trips, provided transportation during FY 71 for Saturday and Sunday trips to ski areas surrounding Fort Carson. Participants, including dependents totaled 1240 over 16 weekends.

In terms of overall effect, the area of on-post entertainment fell near the bottom for all enlisted personnel ranking 76 of 88 for the June 1972 SDC survey. Favorable response has declined following an initially enthusiastic endorsement. The primary area of decrease has been in the percent of good responses while the retention impact has relatively constant, albeit in the bottom quarter, over all three SDC surveys. SDC survey details are presented in Table I-4.

Table I-4
SDC Survey Results On On-Post Entertainment

	% "Good"			% "Stay"		
	A	B	C	A	B	C
Fort Ord	74	64	57	26	17	13
VOLAR(All EM)	66	61	50	21	22	19
Army-wide(All EM)	52	16	-	11	3	-

Surveys: A-December 1971, B-March 1972, C-June 1972

Fort Ord results are only slightly better than the entire VOLAR sample .

The Fort Carson FY71 evaluation ranks Ski Trips fairly low and in the neutral range on importance. In the FY 71 HumRRO Evaluation, "The chances given to play sports", the only survey questionnaire approximating Ski Trips, ranked low in personal importance (54 of 57) but relatively higher as an influence in reenlistment intention (28 of 83) for the Fort Carson sample.

In summary, results from the SDC evaluation indicates that the area of on post entertainment ranks very low in overall effect indicating that this questionnaire item received relatively greater proportion of bad/leave to good/stay responses than other actions which suggests that this is an area requiring special emphasis in an attempt to neutralize any deterrent to reenlistment. Neither the Fort Ord or Fort Carson projects, however, appear to provide the answer.

APPENDIX J

FAMILY QUARTERS CLEANING TEST

INTRODUCTION

Among the original VOLAR-71 installation proposals were two by Fort Benning and Fort Carson to provide contractual cleaning at government expense for occupants of government quarters who are transferred on permanent change of station (PCS) orders. VOLAR OMA funds were not legally available for cleaning family quarters and DCSLOG, therefore, provided the necessary funds to satisfy the requirement by reprogramming from maintenance projects.

The VOLAR test was just part of DA's efforts to make early improvements in family quarters procedures. On 15 March 1971 DA provided supplemental policy guidance with a view to removing any unnecessary irritants to occupants vacating and cleaning quarters. It reiterated the essentiality of insuring that unnecessary requirements were not placed on occupants cleaning family quarters and stressed that the same standards be applied to hired cleaners and occupants who chose to do their own cleaning.

On 25 March 1971 DA also initiated a test of procedures whereby an

Army-sponsored contractor would be authorized to clean Government-controlled family quarters, at occupant expense, upon change of occupants. The occupant prepaid the authorized contractor according to an approved rate schedule and obtained final quarters clearance upon broom cleaning, inventory and damage inspection.

In addition to the VOLAR government-paid and DA occupant-paid contract cleaning tests, U. S. Army, Hawaii sought and obtained DA permission to clean quarters at government expense during the last quarter of FY 71 from FHMA funds currently available to the command.

EVALUATION

Free cleaning of government quarters has strong arguments both for and against. Proponents cite improved morale and cost or time savings to the clearing occupant while opponents cite high cost (estimated at \$8 million annually or 5% of the FHMA account for operations and maintenance plus BAQ funds paid to personnel while quarters are vacant awaiting cleaning), inequities between on and off-post residents, and lowered feeling of responsibility toward government quarters.

The VOLAR and prepaid contractor tests had these common advantages over the earlier procedure which required cleaning, whether by paid cleaning teams or the occupant himself, to be accomplished before

final clearance:

- o Saves service members temporary lodging costs while quarters are cleaned.
- o Permits firm schedule for termination of quarters and travel plans for movement to new duty station.
- o Allows service member to receive basic allowance for quarters (BAQ) 2 or 3 days earlier.

and these common disadvantages:

- o Increased vacancy rate for government housing.
- o Added cost and workload for Family Housing Office.

Table J-1 summarizes some of these and other details on the alternative programs.

The FY 71 Hawaii test results also cite savings in Temporary Lodging Allowance (TLA) payments (payable only in overseas areas) which reduced the net cost to the government of quarters cleaning to \$8 per unit. This presupposes, however, that cleaning by the government permits transportation scheduling that actually reduces the overlap of occupants in the overseas command. It should also be noted that the same TLA savings could be achieved by the prepaid contractor scheme.

Table J-1
DCSLOG REVIEW OF QUARTERS CLEANING

<u>Installations</u>	FREE CLEANING AT VOLAR POSTS	PRE-PAID CONTRACTOR AT 2 COMARC POSTS	CLEANING AT AMC INSTALLATIONS
	<u>Fts Benning & Carson</u>	<u>Fts Eustis & Rucker</u>	<u>WSMR</u>
Total Units Cleaned	4,528	978	124 ^{1/}
Vacancy Rate Due to Cleaning	2.25% increase	0 ^{2/}	3.5 days aver
Increased Workload	.8 man-years	.8 man years	--
Total Cost to Government	\$301,424	None	None
Average Unit Cleaning Cost	\$75.84 Carson \$70.00 Benning	\$62.00 ^{3/}	\$65.00 ^{3/}
Estimated Cost of Providing Temporary Housing to Families Delayed in Obtaining Quarters	\$14,584	\$2,542	--
Increased BAQ Per Unit Cleaned	\$22.97	\$20.00	None ^{4/}
Increased Admin Cost Due to Problems with Contractors	\$1,179	\$3,201	--
Estimated Savings to Serviceman in Temporary Lodging Fees	\$45.00	\$45.00	
Average Numbered Days Serviceman Departs Earlier and Thereby Reserves BAQ	4	3.5	

^{1/} Only 8 by occupant

^{2/} 3 days cleaning time counted as occupied time

^{3/} By occupant

^{4/} No waiting list

In terms of improved attitudes, the Fort Benning and Fort Carson VOLAR evaluations rank this program moderate to high with senior enlisted and officer personnel rating the program somewhat higher than junior personnel. The project was highly successful in terms of the impact on morale and was recommended by the installations for Army-wide implementation. SDC indicated in their final evaluation that the general area of family housing is viewed by a large percentage of married soldiers as a critical area in which substantial improvement actions are required and cites free quarters cleaning as one such particularly effective improvement.

APPENDIX K

VOLAR INSTALLATION REPORT RECOMMENDATION

The following is a summary of the general recommendations contained in the several VOLAR evaluation reports.

MVA Program

1. Continue MVA Program support from the Chief of Staff's Office (Riley).
2. Allocate necessary resources to not only maintain but also, and more importantly, to increase both the momentum and the credibility of the MVA Program (Benning).
3. Continue professionalism as the focus of the MVA Program, and de-emphasize life style improvements (Polk, Riley).
4. Make first term permanent party soldiers the target of MVA Programs and objectives (Polk).
5. Incorporate MVA Program objectives within the short and long range objectives of DA without subordinating the quality, discipline, structure and operational effectiveness of the Army (USARAL).

Return Soldiers to Soldiering

6. Continue Army-wide use of civilian KP's (Campbell).
7. Hire, Army-wide, civilians to perform grounds maintenance and area police duties and to perform preventive maintenance on real property

facilities (Campbell, Sill USA REUR).

Training

8. Increase the challenge of training (Lewis).

Educational Development

9. Increase both civilian and military educational opportunities for soldiers (Campbell, Sill).

10. Offer an Associate of Arts Degree or equivalent vocational training for personnel assigned to combat arms units (USARAL).

Leadership

11. Increase competence of Army leadership (Lewis, USAREUR).

Job and Work Conditions

12. Increase opportunities for promotion (Hood).

13. Revise initial MOS assignment procedures to allow the individual to select an MOS that is compatible with his personal desires and abilities, and once trained in that MOS, insure that the individual is employed in his respective occupational speciality (Lewis, Sill, USARHAW soldiers).

14. Improve job satisfaction (USAREUR).

15. Give greater consideration to individual preferences for choice of duty locations and for stabilized tours of duty (Lewis, Hood, Sill USARHAW soldiers).

16. Strengthen job security (Lewis).
17. Provide more control over careers (Polk).
18. Give more attention to improvements in the area of personal freedom (Polk).
19. Consider reestablishing the Army pass system (Riley).
20. Implement more liberal haircut policy (USARHAW soldiers).

Barracks Housing

21. Expedite procurement of barracks furniture and barracks renovation, to include latrines and showers (Campbell, Riley, Sill, USAREUR).
22. Upgrade barracks (Lewis).
23. Install TV outlets in all barracks (Sill).

Family Housing/Dependents Programs

24. Improve housing Army-wide (Campbell, Hood, Lewis, USARAL, USARHAW soldiers).
25. Improve policies for relocation of dependents (Hood).

Post Services

26. Increase quality and scope for medical and dental care (Lewis).
27. Make a concerted Army-wide effort to improve finance services (Sill).
28. Improve personnel services (USAREUR).

Pay and Benefits

29. Improve Army pay (Hood, HSARHAW soldiers).

Accession System

30. Reevaluate the national advertising campaign (Riley).

31. Provide additional Unit of Choice funds in FY 73 (Riley).

32. Develop a systematic program to upgrade both the skill of career counselors and the effectiveness of their activities (Benning).

The following Areas of Dissatisfaction are recommended for More Intensive Study Prior to Implementation:

1. Liberalize appearance standards (Carson).
2. Examine feasibility of stabilizing time in one job position, especially for men new in the Army (Carson).
3. Examine personal privacy of soldiers with view to providing maximum feasible privacy (Carson).
4. Study further, field training and the potential need for further training in the company area or classroom (Carson).

K-5

APPENDIX L

SELECTED INSTALLATION STATISTICS

Project VOLAR had considerable impact on the Army. The initial 60,000 man, three post experiment, increased in size to 100,000 men with the addition of Fort Bragg and the two USAREUR installations in FY71. The FY72 expansion raised this figure to almost 300,000, well over one-third of the active Army. Considering the additional indirect effect of the program on active duty dependents, retirees, and other authorized military facilities users, and on the installation civilian support force, the program impact was considerably greater.

A good numerical measure of the numbers of people in each of these various categories is the estimated patient load requiring support by various installation medical department activities. Figures supplied by the Office of the Surgeon General are summarized by installation in Table L-1.

Table L-1

SELECTED INSTALLATION STATISTICS

	<u>Active Duty Military Strength</u>	<u>Active Duty Dependents</u>	<u>Other Authorized Military Facility Users</u>	<u>Civilian Hire Support</u>
CONARC				
Fort Benning	22,000	37,700	11,600	4,900
Fort Bragg	33,600	48,800	13,600	4,100
Fort Campbell	10,800	15,700	12,300	2,500
Fort Carson	17,600	24,700	15,100	2,100
Fort Dix	20,800	32,200	16,500	2,500
Fort Hood	39,000	46,500	4,900	2,500
Fort Knox	23,200	31,500	17,300	4,200
Fort Jackson	15,000	12,100	13,800	2,400
Fort Lewis	19,300	16,800	20,300	2,700
Fort Ord	24,200	22,500	20,000	2,600
Fort Polk	14,300	7,800	3,300	2,300
Fort Riley	18,600	17,700	5,500	2,200
Fort Sill	16,500	19,900	6,600	3,500
Subtotal	(274,900)	(333,900)	(160,800)	(38,500)
US Army, Alaska	11,300	6,000	1,600	2,100
US Army, Hawaii	9,800	13,500	23,400	2,800
US Army, Europe				
Gelnhhausen	1,800	Not Available		470
Kitsingen	1,200			400
TOTAL	299,000	353,400	185,800	44,270

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